DOCUMENT RESUME

ED 162 965 95 SP 013 344

AUTHOR	Savage, John, Ed.
TITLE	Teacher Corps Developmental Conference, 1977.
INSTITUTION	Nebraska Univ., Omaha. Center for Urban Education.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE	77
CONTRACT	300-77-0156
NOTE	235p.; Not available in hard copy due to marginal reproducibility of photographs and text
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	Community Involvement; *Educational Planning; *Federal Programs; Inservice Education; *Interagency Cooperation; *Low Income Groups; Mainstreaming; Multicultural Education; *Needs Assessment; Teamwork
IDENTIFIERS	*Teacher Corps

ABSTRACT

The primary purpose of this conference was to update members of the Teacher Corps on current issues in education as they relate to the Teacher Corps. Speeches delivered by individuals from federal, state, regional, and local levels of the Corps are printed in their entirety. (JD)

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National Conference Report, 1977

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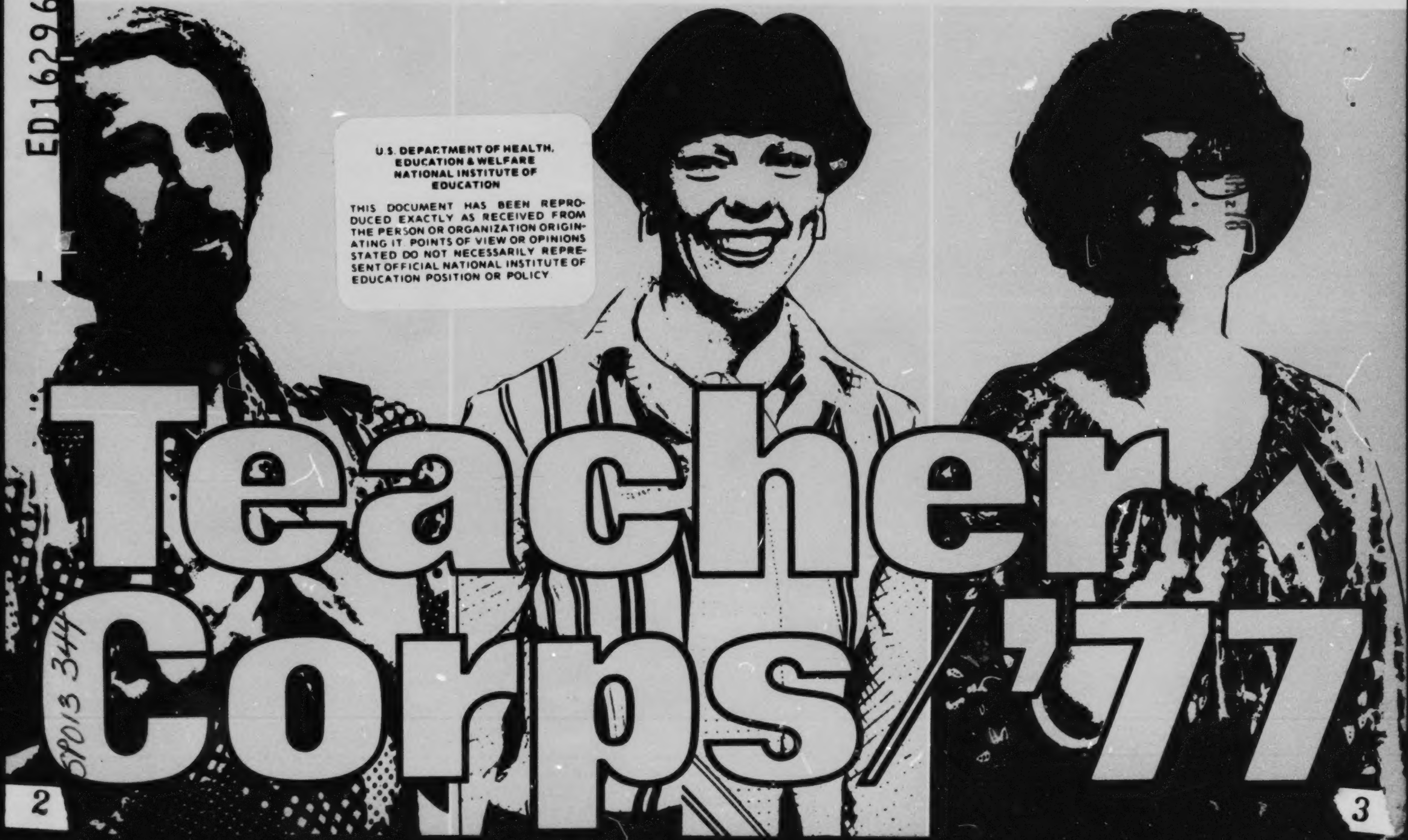

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Teacher Corps/'77

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Teacher Corps Developmental Conference, 1977

The primary purpose of this conference is to update the Teacher Corps family on current and emerging successes in education in general and in our program in particular. Toward that end, we have developed a conference which, like the Teacher Corps itself, is field-based. This conference was designed and is being implemented by the field: those from Teacher Corps projects, universities, schools, and communities. Members of project teams from throughout the country met last spring to determine their conference training needs and then to develop a set of strategies to address those needs. The processes of conference planning, decision-making, and implementation are totally field-based — and that certainly is one of the strengths of our conference.

Our conference this year — as in past years — will afford the opportunity for individuals from Federal, State, regional, and local levels to meet together and to examine critical problems and issues in the education of children from low-income families. This conference makes it possible for all of us to reconfirm our investment in the education of children and to work together to develop training designs which can further that education.

—William L. Smith
Director, Teacher Corps

There is power in the design of this conference, which, like a local Teacher Corps project, is a training effort. One of the first organizing principles of an undertaking as large, cumbersome, and complex as this conference is related to the need for some control over the week's proceedings. This design meets that need. We are in control of participants' time virtually from 8:30 in the morning until about 6:30 in the evening.

A second organizing principle for the conference is the need to be responsive to the field. The field-based planning process which goes into the conference sometimes boggles the mind. For example, each of the role-group sessions being offered at the conference was planned by a committee from the field. Each of the major day-long strands was planned by a field-based committee. Only rarely did we bring in experts from outside the Teacher Corps to help us plan — and only then in secondary, or supplementary, roles to those who make up our Teacher Corps constituency. That does not mean we were not willing to go outside the Teacher Corps to identify resources or to bring new kinds of substance and process into the conference. We did do that in some instances, and we think the conference participants will benefit from outside resources.

We will use a teaming strategy to help local projects determine which conference offerings suggest people, materials, and experiences which are appropriate for follow-up at the local site. We introduced team assessment in 1976; that strategy asked the members of each local project team to get together for an hour at the end of the conference day. We expected that each team would repair to someone's hotel room and discuss the day's events and experiences in a leisurely way. That anticipation was totally erroneous. It seems that the teaming sessions last year turned into some lively confrontations among team members. It turned out that team members got into some philosophical issues centered on their project objectives and the means to meeting those objectives. It was also the first time that many teams had an opportunity to sit together in one room to discuss common themes and to solicit each other's opinions. Instead of relaxing for an hour at the end of the conference day, the teaming sessions extended the creative tension of the conference — and, in some cases, they intensified that tension because it was in fact the first time that some project staffs had taken the time to talk to each other. That is just the sort of teaming that the conference hopes to model and to encourage. The power of the conference design lies in its participants, and their power lies in their teams — for you, as participants, are the Teacher Corps.

—Paul Collins
Conference Coordinator

SP013 344

This publication was prepared pursuant to Contract #300-77-0156 between Teacher Corps, U.S. Office of Education and the Center for Urban Education at the University of Omaha, Nebraska.

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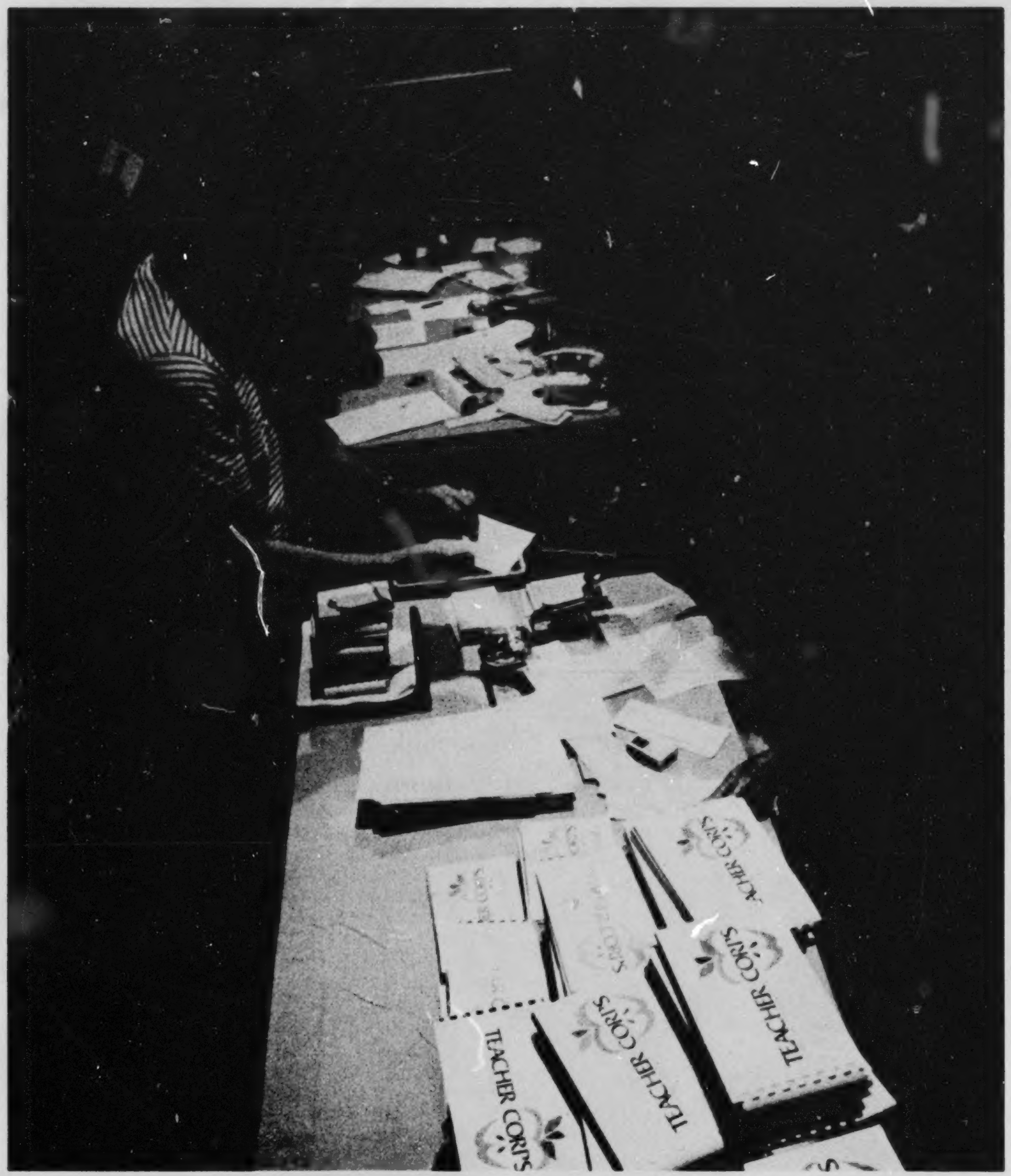
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Our Educational Legacy: A Challenge to the Future

Jonathan Messerli

Free Schools For All

Let us begin looking backward by reminding ourselves of our historic roots as educators. Surprising though it may seem, the ideal of equal opportunity for every American child has not in the past been a necessarily popular notion, even to our revolutionary forebears. True, many of the men and women of the revolutionary period pledged their lives and their honor to the cause of human liberty. But it remained for the following generation to recognize that the quest for human freedom was an illusion without free schools for all. Theirs was a vision: it was the vision of Horace Mann and Thaddeus Stevens and Frederick Douglass and Emma Willard and many, many others.

Theirs was the vision that every American child, by virture of being an American, needed no other claim to his or her birthright, the birthright of an equal educational opportunity. Race, sex, ethnicity, economic condition, geographic location; these could be no handicap. When this vision had worked its way fully into the minds and the hearts of the nation, the American people—by their legislation and their actions—affirmed the right of all to schooling. Schooling for the children of seamstresses and seamen, carpenters and masons, teamsters and teachers, soil tillers, authors, nurses. All.

That meant equality of educational opportunity for the children of recent immigrants as well as for those whose families had been here for many generations. It meant an education for those who could walk, and for those who could not; for those who seemed to learn less quickly; for those who had great facility with the English language, and for those who were more familiar with another language. If the eighteenth century bequeathed to us the vision of political liberty, it was in the nineteenth century that our ancestors came to believe that all the children of our nation would go to school.

A Nation of Unity and Diversity

It is from both of these legacies that we now work in the twentieth century to meet our moral and social imperative: to bring human freedom and the equality of educational opportunity to every American child. In recognizing this legacy, we should also recognize that never before had a nation dealt with two such monumental problems in attempting to realize its goals. During the last half of the nineteenth century and the first several decades of the 1900's—roughly between the Civil War and World War I—this nation opened its doors, admittedly sometimes hesitantly and even grudgingly, to millions of immigrants. Some were poor and wretched; some were illiterate; some were well educated; many had been oppressed; a few even expected only to stay a short time; but, in the main, they came to find a new home, to find their place in building a free nation. They came to help build a nation of unity and diversity as in no other country in the history of this world. They became a community of hope. That nation did not happen overnight; it did not happen without the ugly evidences of bigotry and racism, but it did happen. It happened, in part, because—to paraphrase Lincoln—the American people believed in education of the people, by the people, for *all* the people.

Cast your glance to each of the seven corners of this world—to Europe, to Asia, to Africa, to Latin America, to Australia—and you will find nothing approaching the magnitude of the American immigration and this country's educational response. But, as we have sought our ideals, we have faced a second problem of unprecedented dimensions, one of those great paradoxes of modern history: no nation, while seeking the goal of liberty, has ever created such an oppressive, such an inhumane, such a socially destructive institution as human slavery. In fact, this institution dehumanized slave and slaveholder alike. It was so pernicious, so entangled in the lives of our ancestors, that even the initial effort to eradicate slavery in the Civil War almost destroyed this nation. Today we live within the wake of the curse of slavery, but so do we live with the heritage of the common goal which we come here to reaffirm: that we will work tirelessly as educators and as citizens until we have done our part to eradicate the last vestiges of inequality in our educational system. Such a triumph, when it comes, will be earned by degrees and by the efforts of each generation.

If the vision of that triumph remains bright, so does our recognition that much remains to be achieved. Fifty years ago the nation's schools were reeling under the depression; the devastating blows of economic panic helped to cause the greatest educational retrenchment this nation has ever seen. The trauma of hunger and hopelessness was manifested in the schools, creating large numbers of unemployed teachers, empty classrooms, and uneducated children. There were those who despaired, but not the newly-elected President. Franklin Roosevelt knew the electorate so well that he could tell us that all we had to fear was fear itself.

A Role For The Schools

So, too, were there educational leaders in the 1930's who could see the part that schools should play in the rebirth of this nation. John Dewey had already laid the philosophical basis for the role of the schools. In 1932, one of his disciples, George Counts, raised the clarion question: Dare the schools build a new social order? Even as Counts raised that question, three of four children did not go beyond the eighth grade; for Counts and others the answer was, Yes, the schools do dare to build a new social order! They had *better* dare to do so. And build they did, both in the classroom and outside. Outside, in the CCC camps, jobless young people built roads and replanted millions of acres of forests. In the WPA and the NYA, unemployed teachers found new ways to use their skills.

In the classroom, meanwhile, William Heard Kilpatrick was working on the project method to enliven classroom instruction and to make learning more pointed and directed. Arthur Gates and Claire I. Boynton were struggling with new approaches to the intractable problem of teaching reading. Harold Rugg struggled to emancipate social studies from the pedantic keepers of history. Ruth Strang realized that children could not receive their educational birthright without the help of guidance and counselling, and the child guidance program was underway. Of course, there were critics; there were many actions, and sometimes reactions. But American education progressed.

New Directions

The strenuous action and reaction of the 1930's and 1940's was pale in the face of the unanimous pronouncement, in 1954, of nine Supreme Court Justices who concluded that the doctrine of separate-but-equal has no place in American education. Segregated education, by law, and in fact, they said, was inherently unequal. Although charged to move with all deliberate speed, we moved anything but deliberately and speedily at first, and sometimes we even moved backward. In 1958, a governor closed a public high school in Little Rock, Arkansas, but President Dwight D. Eisenhower promptly reopened the school, and it stayed open.

Just the year before, an international event had touched our lives: the Russians had launched Sputnik and stunned the world. With that shock, we finally shed our mythology of Federal non-involvement in education, most vividly demonstrated in the passage of the National Defense Education Act in 1958. That development in turn ushered in a host of research and development activities in teacher education, school reform, and math and science teaching; we learned to deal with the spiral curriculum and programmed learning, and tried to fathom the vagaries of new audio visual equipment.

Admittedly, the NDEA was narrow in scope, but the door was ajar and a new President, John F. Kennedy, was ready to open it further, setting the stage for the Lyndon Johnson years. It was in the Johnson years, in 1965, that the first Elementary and Secondary Education Act was passed. That was a tremendous historic watershed for American education. Interestingly enough, Title I of that landmark legislation provided funds and programs to deal with children who had been deprived of their educational birthright. You are familiar with many of the developments that followed: education that could be multicultural, programs that could enrich, new approaches to compensatory education and remedial work, individualized instruction, mainstreaming, and, also in 1965, the creation of an institution that could make many of these things work: the Teacher Corps.

Our Outstretched Grasp

To be sure, our goal as educators yet remains beyond our outstretched grasp; we know how far we fall short as we read the sobering studies of Kenneth Clark, James Coleman, and Christopher Jencks. Indeed, every day that you and I work with our peers and pupils, we are only too painfully aware of how much yet remains to be done. But in that awareness, sobering it is, there is no room for a paralyzing pessimism and cynicism. If the problems we face were created by people, they can be resolved by people. For some of us, the labor has been brief; for others, it has been long. But we will continue to work together; we will be tireless and unswerving in our dedication to the ideals of human freedom and equality of educational opportunity.

Jonathan Messerli, formerly the Dean of the School of Education at Fordham University, is the President of Susquehanna University.

I was at a meeting not too long ago. There were eight or ten of us around the table. There were three university professors, three or four teachers, and one or two principals. One of the university professors turned to a teacher and said, "What research are you using to improve your program?" And the teacher looked right straight at him and said, "I will tell you when you tell me what research you have used to improve teacher education at your university." That terminated that discussion.

—B. O. Smith

Two Outstanding Educators: Award Presentations to B. Othaneal Smith and Robert N. Bush

American education is from time-to-time graced with the presence and the accomplishment of outstanding theorists and practitioners. During its 1977 National Developmental Conference, the Teacher Corps presented two such educators with citations expressing the program's appreciation of their work.

"This citation, Bunny Smith, is given in recognition of half a century of your service in strengthening and enlarging the mission of American education. A man of intelligence and humaneness, you have searched for the elusive truths about teaching and learning with intelligence, humility, and perseverence. A teacher of teachers and a scholar setting standards of excellence for others to follow, you have shown how the findings of research can make a difference for teachers in the real world of the classroom.

"The number of influential books and articles which come from your fertile mind and dilligent pen is only exceeded by the greater number of your former students now following in the steps of their master teacher. Through your example, we of the Teacher Corps and tens of thousands of others throughout this nation renew our dedication to the American ideal: that all children, regardless of race or economic condition, will achieve their educational birthright."

I feel deeply honored to appear before you to use your time and to receive such recognition here tonight. Thank you.

— B. Othaneal Smith

"This citation is presented to Robert N. Bush for fifty years of exemplary leadership in American education. In your career we gratefully recognize the rare and felicitous combination of a thinker and a doer. For more than three decades you have championed the cause of teaching and learning. You brought together and stimulated some of the original workers, who over the years have introduced significant innovations in American education. In these endeavors your unswerving course was to join theory and research to practice. Your uncompromised goal was to bring equality of educational opportunities within the mind's reach and physical grasp of every American child, rich or poor. With this citation, Teacher Corps and the countless citizens across the nation who share your commitment to this American ideal honor your singularly dedicated and enlightened service."

I have devoted my professional life to the cause of teaching and teacher education, and I can say that there is no group in this country — or in the world — from whom I would rather have a statement of appreciation. I thank you, my friends and colleagues in the Teacher Corps. I am deeply touched.

— Robert N. Bush

Doing What We Know — And Doing It Better

B. Othaneal Smith

The Schools as Scapegoats

The schools have for a long time been criticized. I, too, have been criticized—unjustly—especially when I have delivered speeches from notes rather than a prepared text. It puts me somewhat in the position that Will Rogers once mentioned. He said, "I didn't have no education, so I had to use my brain." I am in a sorry situation.

But the schools *have* been criticized, and they have been criticized unjustly in many respects. Criticizing the schools has almost become a national pastime. During the Depression I had a professor at Teachers College who taught a course in social foundations of education; I heard him on a number of occasions, walking down the hall with his colleagues as they were going to teach the course. They would say, "Let's get in there and give capitalism hell today!" And they gave the schools the same thing almost as often.

I have been in a number of schools in the last several years, and what I see there is not exactly what I hear and read. There is a story that Franklin Roosevelt told on a political campaign which I think is appropriate here. Roosevelt's story is about a New Englander, an old guy who had trouble. His ears were going bad and so were his eyes. So he went to the doctor, and the doctor said to him, "You've got to have a hearing aid and you've got to have glasses." And the fella asked how much it would cost, and determined that he couldn't afford both. "Well," the doctor said, "You're gonna have to make a choice." The old man replied, "I'll tell you, Doctor, I like what I'm seeing so much better than what I'm hearing—I'm gonna get the glasses."

There is another Roosevelt story that seems appropriate to the schools' dilemma. It is about a man who goes down to his breakfast table, looks at his plate and sees a letter. He opens up the letter and some relative has died, and he's got a $50,000 legacy. Now, it's his birthday, and he's fifty years old. He looks at the paper while he's eating his breakfast, and he sees there is a horse running at the races named Fifty-Fifty. So he decides to go to the races. He gets to the races, and he puts 50 dollars on old Fifty-Fifty. Well, he sits there and he thinks to himself, "Here I am 50 years old, the horse is Fifty-Fifty, and I got $50,000 this morning. I'm going to put every dime on that horse." So he puts the $50,000 up, and the horse is leading, but he gets almost to the finish line and he stumbles and falls. The man throws his hat down and stomps it and exclaims, "Goddamn Roosevelt!"

The Schools Yesterday and Today

Now, I want to get serious for a moment. I think the schools are better than they've ever been. I wish I had time to tell you about the school I attended. I wish I had time to tell you about the schools that were in operation, especially the Black schools as I knew them, when I was the supervising principal of schools in Tallahassee, Florida. That was in the 1920's. Those who have never read Joseph M. Rice's study of thirty American schools in the 1890's, ought to. The conditions in schools in those days were sobering. Granted, we still have some schools which are probably as bad, but, overall, the picture is much better today. Furthermore, we are educating an incredible number of children each year, a number roughly equal to the total population of a country like England. That is a tremendous undertaking. It is the biggest enterprise in this nation.

Today's students are staying in school longer. When Ayres surveyed the schools in 1909, only ten percent of our students were finishing high school. They dropped out by the time they got to the ninth or tenth grade. Now students are staying in school longer. Furthermore, they are starting out better; programs such as Head Start, for example, are giving children a better opportunity. State after state after state is now mandating the establishment of early education programs beginning at kindergarten and earlier. They are not mandating that children attend those schools, but they *are* mandating that they be established.

Today's schools are also more humane than they used to be; certainly current learning theory is more humane, and the treatment of children is, in most respects, much more humane than when I was in school. When you had to stand in the corner for three hours—as I did on occasion—or wear a dunce cap, or be rapped over the back with a ruler, or sent to the chalkboard to solve a problem the teacher knew you couldn't solve; when that happened, you began to ask questions about the schools.

The theory of learning in schools fifty years ago is illustrated by the story of the math professor and the basketball coach. It seems that the faculty was in session and the coach came in with a roster of his players. He said to the faculty, "I don't understand. I sent my roster around in the middle of the semester and all my players were passing. But now we come to the end of the semester, and half of them fail. Will somebody please explain that to me?" The old mathematics professor, who was educated in Germany, said, "I can speak for the Department of Mathematics. During their semester," he said, "their ignorance accumulates."

The schools are better than that now. A considerable portion of the weaknesses the schools manifest is due to the kind of training that institutions of higher learning have provided. That has improved to some extent in my lifetime—not due to me, but in spite of me.

Time For Training

I want now to address the question of the time needed to train teachers. My father graduated from a medical college 91 years ago, in 1886. Do you know how long he went to medical school? He went for four months—from November to March—six days a week, for two years. That is eight months of schooling on top of a sixth-grade education. He got a medical degree, and it was a real degree—it was on sheepskin, written in Latin. It wasn't the cheap stuff that you get today.

Teacher education today is in that situation precisely. We give prospective teachers between one semester and one year of professional preparation. Elementary teachers get more than secondary teachers, as a rule. The time factor is important, and I do not know what we would do if we had more time. It might embarrass us.

Colleges of education are uniquely prepared to advance knowledge about learning, about pedagogy, and about teaching in general. That is a responsibility they should fulfill. The knowledge to which I refer cannot be acquired simply through experience in the field; it requires research. That is not to say that the public schools should not also participate in research and the generation of knowledge. But colleges have a responsibility for that task as well. They have a responsibility to produce a person who can make it as an intern-teacher.

Colleges also have a responsibility to certify, on the basis of evidence, that that intern knows his or her stuff. We have teachers in Florida with Bachelors' Degrees whose performance in subject matter is not equal to that of a good high school student. A university has no business turning out teachers like that. That is a job the university can do—a job that higher education *must* do.

Moving Toward The Resident Teacher

Universities also have an obligation to work with the public schools and to satisfy whatever demands the public schools make upon them. But the public schools also have a large part to play as collaborators in the training of teachers; they have a major responsibility for the training of teachers. That role, of course, entails the development of skill in the classroom. Thus, I would envision a teacher's first year of service—after college graduation—as an internship, rather than as a certified teaching position. That intern has a Bachelors' Degree and basic training in pedagogy, but that intern is not a teacher. He or she enters the school as an intern. The schools and the state then have a responsibility to further train that intern. The State of Florida appropriates $4,000,000 a year for medical interns. It does not appropriate a dime for the intern-teacher, that is, for student teaching. Like doctors, however, teachers need internship training.

After the internship year, the individual should serve two years as a resident teacher in a public school. That person is a certified resident teacher, not a full-time teacher. He or she becomes a full-fledged teacher after the two years of residence. That means that the teacher preparation program should be seven years long; it begins in the freshman year in college and extends through three years of training and service in the public school. After those seven years, the individual becomes a fully-certified classroom teacher. We are moving in that direction. It is a healthy direction, a direction we should continue to pursue.

The Teacher Corps Contribution

The Teacher Corps has certainly made a contribution in the direction I describe, even though we have not fully recognized that contribution. There was a time when I was critical of the Teacher Corps; I raised some questions about the program in *Teachers for the Real World*. But, under the leadership of Dr. Smith, the Teacher Corps has made me swallow those words.

The two-year Teacher Corps internship has been a significant innovation; it has opened our eyes to many other possibilities, as well. Multicultural education must become a reality, and the Teacher Corps has pioneered in that field. The Teacher Corps has also pioneered in pointing out the necessity for the Intern and the teacher to know and understand the bureaucratic and political aspects of the education system. That is a unique contribution. There are certain things about the structure of educational bureaucracies that Interns and teachers must understand if they are going to live and work — and survive — in them. If teachers do not understand such organizations, all they can do is what I used to do when my mother licked me: I went behind the smokehouse and cursed. The Teacher Corps has helped Interns and teachers understand schools as organizations—they can come out from behind the smokehouse.

The Teacher Corps has also pioneered in community involvement. That is an old theme; it goes back to the first time I heard about community schools and community involvement, back in the 1930's. But we only tinkered with it. The Teacher Corps has picked up community involvement and made it a reality. The application of research is another area in which the Teacher Corps has been pioneering; other teacher educators need to follow that example.

The Teacher Corps has also pushed the diagnostic and prescriptive mode of teaching; that is forward looking, and it must come. The teacher education programs with which I am familiar are geared to the teaching of children who need the teacher least of all. It is as if medical doctors were being prepared to practice medicine on those people who are going to recover with or without attention. But the Teacher Corps is training teachers for the children who *need* teachers. The integration and coordination of in-service and pre-service teacher education has been developed more fully by the Teacher Corps than anywhere else. These are some of the things which I think the Teacher Corps has contributed to the improvement of teacher education.

What More Can The Teacher Corps Do?

What more can the Teacher Corps do? We need information about the Teacher Corps experience. We need to know about the specific techniques, procedures, and lessons of the Teacher Corps. That information needs to be made available; it needs to be disseminated and diffused to teacher training institutions. I would also like to see the Teacher Corps do some pioneering on the concept of the resident teacher. That would mean extending the Intern into a residency period for experimental purposes. That is but one new contribution which the Teacher Corps might make to teacher education over the next few years. The program's many contributions over the past 11 years have been significant; I can only wish the Teacher Corps the best in the future.

B. Othaneal Smith is a Professor Emeritus at the University of Illinois and a Distinguished Professor of Education at the Unviersity of South Florida.

We Know How to Train Teachers Right; Let's Do It

Robert Bush

The Key To Good Schooling

It is no exaggeration to say that schools and educational systems everywhere appear to be in serious trouble today. Educationally speaking, all countries—including our own—are underdeveloped. One of the most serious, if not the most serious, of our educational difficulties is the lack of a highly professional and competent cadre of teachers who work under sufficiently favorable conditions to enable them to use their talents fully. It has long been recognized that highly effective teachers are the key to good schooling; without them, not much can be done. With them, many of our typical educational obstacles can be overcome, and much becomes possible. It is alleged today that there are teacher surpluses in some places and in some fields, and shortages in others. But the basic fact of the matter is that the field of teaching has always been plagued by shortages. The teaching profession is not overrun with a surplus of highly-trained and disciplined persons working under the most favorable circumstances.

Amid the shortage of well-trained teachers, there is almost no area in education that continues to receive such lambasting from all quarters as does teacher education. Teachers complain about the training they have received. Teacher educators lament the poor quality of their students and the conditions under which they must train those students. Colleagues in the academic disciplines claim there really is no such thing as teacher training, anyway. Teachers, they say, are born, not made. And heads nod all around.

What Can Be Done?

What can and should be done about this situation? What is the prospect for improvement in the decade ahead? Are things as bad as they are proclaimed? Are things going to get even worse? I think not. I disagree with any gloomy outlook. I am firmly convinced that we now know how to select and train highly competent teachers who fully merit the designation of "professionals". But, for a variety of reasons, we do not apply that knowledge and skill in many of our teacher training programs. I am further convinced that the time is right for some significant advances in teacher education. I do believe that we know how to train teachers, but that we do not apply what we know. I would like to first describe the obstacles to the application of our knowledge, and then to suggest how we can begin to start in the right direction.

What Do We Know?

What do we know pretty firmly about training teachers? We have just finished over ten years of studying teaching and teacher education in our regional educational laboratories, in our research and development centers, and in our universities and school systems. We have also just concluded more than a decade of experimentation and demonstration, and of testing different models of teacher education. Never before in our history have so many talented persons turned their attention to the improvement of teaching and teacher education. Never before have there been so many tested new materials available for teachers and teacher trainers.

The Lessons Of The Last Decade

What are the lessons of that decade? First, let me warn you: what I am about to say is not new. You in the Teacher Corps have been talking about these ideas and putting them into operation in one way or another for a few years now. Perhaps what I say will be a simple synthesis of what is happening in the length and breadth of this land; perhaps it will give you courage to go forward and to apply the lessons of our experience.

It Takes Time

The first lesson of the last decade: Teacher preparation takes time. It especially takes a considerable period of time from the first day of a beginner's practice until he or she can step into a classroom with confidence and competence. The universal testimony to that fact is the two-year Teacher Corps model. That model has proven clearly superior to the typical one-year Master of Arts in Teaching program and, for that matter, the four-year undergraduate model that allows only a year—or less—from the start of practice to full-time service in the classroom. Getting started right takes time.

Custom Built Teachers

The second lesson: you cannot mass produce highly-competent teachers. The product must be custom built. Training 500 student teachers per semester; methods classes of 100 students; educational psychology sections of 200; these do not work. When Dr. Smith announced at the beginning of the Teacher Corps's tenth cycle that there would be only four Interns in each project, many of us thought he was crazy. We were wrong. The small group of four Interns with a local full-time Team Leader for a two-year period has proven to be highly effective. The positive consequences of this small, individually-tailored training are unequivocal.

Practice, Practice, Practice...

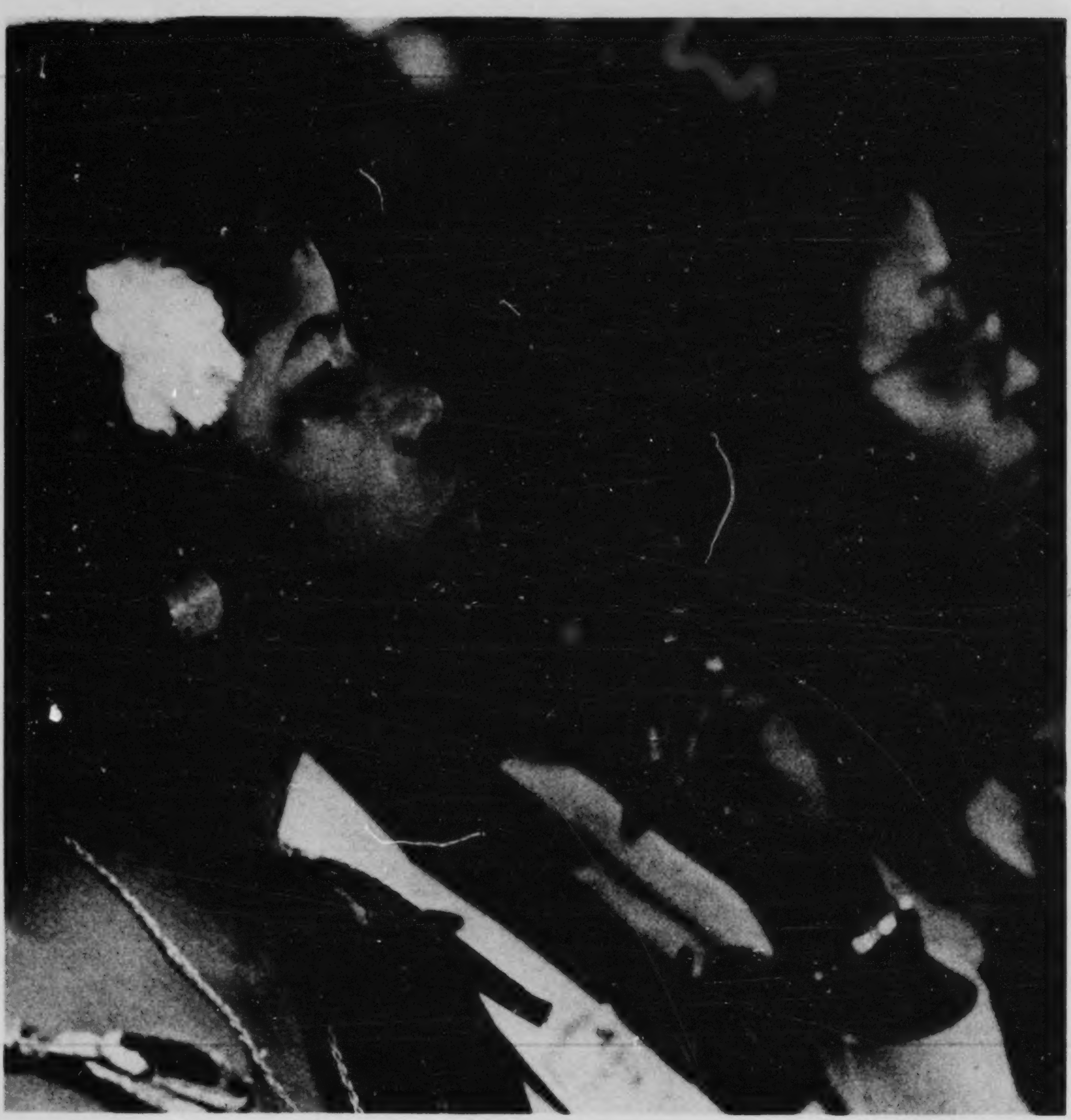
The third lesson: practice, practice, practice. This lesson may be one of the most crucial things we know: the importance of practice. Not just any kind of practice. For a long time, student teaching was alleged to be the best—some claimed the only worthwhile—means of teacher training. But we have now gone far beyond student teaching. Teachers need more than just practice; they need *frequent* practice, *varied* practice, *criticized* practice. They need to be observed, they need immediate feedback, and they need to practice again to perfect their original performance. They need to practice in a variety of situations with students of different ages and socio-economic levels. They need to be observed by a variety of observers: supervisors, peers, and students — each of whom can observe from a different vantage point. They need to practice teaching an individual child, small groups of five to eight, and regular-sized classes. They need time to discuss what happened and why; time to reflect; time to try different things in a safe atmosphere, where failure and mistakes can be experienced productively. They need to practice not only individually, but in teams so that it is possible to divide labor and to gather critical peer observation and feedback. Discussions with Teacher Corps Interns who have had such experiences demonstrate the power of such practice in building genuine competence.

Collaboration

The fourth lesson of the past decade: the school and the university must work togther in the training of teachers; neither can do the job alone. Each institution makes a unique and essential contribution. When either contribution is missing, the whole is seriously flawed. Lip service has been paid to this idea for a long time, but, again, the Teacher Corps experience has particularly demonstrated that this cooperation is not only possible, but essential.

The Marriage of In-Service and Pre-Service

The fifth lesson: we have almost come to understand that in-service and pre-service training have more in common than we previously imagined. In fact, they are probably better accomplished when done together than when done separately. A new in-service/pre-service model began to take shape with the tenth cycle of the Teacher Corps. In that model, beginners, experienced teachers, college teachers, researchers, and developers all work together in a problem solving mode, in a school setting. That provides an exciting environment for training. We all learn and improve our skills when we collaborate to make a better learning environment for students in a regular school and community setting.



Community Involvement

The sixth lesson: teacher training without the involvement of parents and community members falls far short of excellence. The past decade afforded considerable experimentation with new forms of school-community collaboration. It taught us that teachers in school programs become much more responsive to the real needs of students through community involvement. Training programs for experienced teachers and newcomers alike become richer and more effective when community members participate actively and when they become part of the decision-making process of the school. The findings related to community involvement are only now beginning to come in. Many still feel uncomfortable with this sharing, and many mistakes were made early-on. The process requires constant care and attention if it is going to work, but the old mold has forever been broken, and school and community cooperation has proven its case. It will become more prevalent, and teachers trained in that mold will be ready for the future in ways that others will not.

Holistic Training For Teachers

Our seventh lesson: we have long agreed that fully-professional teachers who will continue their development over a lifetime career must be well-grounded in the humanistic studies and behavioral sciences which underlie educational practice. Some of the new experimentation in the Teacher Corps and elsewhere is beginning to help us understand how that essential ingredient can be integrated into teacher preparation. There is a long way to go, but we have taken the first step.

Lesson eight: there has never been a doubt about the necessity for teachers to be broadly educated in liberal studies, and at the same time to be broadly and deeply trained in their subject matter. We know that a college major does not present necessarily the best training in subject matter. But through accreditation standards, examinations, and in other ways, we are beginning to perceive the level of demonstrated competence which is necessary for teaching. We are seeing that it is possible to reach such a level. We are also getting beyond the idea of a teaching major and a teaching minor, the notion that

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a teacher is fully prepared to teach one subject and half prepared to teach the other.

Individualized Training

Ninth: we seem to have been learning a lesson in recent times that, strangely, we did not learn earlier. That is the fact that the principle of individual differences applies to teachers as well as to pupils. This does not mean that anything goes and each person does his own thing. We need high standards which are well-conceived and well adhered to. It does mean that there are many routes to the standard; all trainees do not begin at the same place, and all do not proceed at the same rate. We are beginning to recognize individuality in teacher training.

It Takes Money

Our final lesson, which we knew all along but did not apply: excellent teacher training requires money. It is not cheap; the Teacher Corps has demonstrated the fact that larger sums of money do make a difference. The Teacher Corps has shown, through its cost effectiveness and its wise use of Federal funds, that you can attract and train people well when you have resources. There are strong social forces at work to keep teacher training cheap. But we now have clear evidence that adequate resources are essential to producing competent teachers.

The Decade Ahead

We are beginning to understand why we have not done better in teaching and teacher training. We are beginning to understand how to overcome inertia. I think we are now ready for some new teacher preparation models to be undertaken, and I think such a model is emerging in the Teacher Corps' new Program 78. The so-called teacher surplus is over; teacher training institutions are feeling the pinch; teacher organizations want to keep the numbers of new teachers down; school boards and administrators are anxious to offer in-service training for teachers; social forces are running toward community participation. The Teacher Corps and other Federal projects have brought us to the point of take-off. Teachers themselves are now more powerfully organized and ready for action. They — together with the Federal government, with the State governments, and with teacher training institutions — can begin now to work constructively with strong leadership and coordination. We could be entering — indeed, we may well be entering — the most productive decade in teacher education in our history.

Robert Bush is a Professor Emeritus at Stanford University and the former director of that university's Center for Research and Development in Teaching.

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A Challenge to the Teacher Corps

Peter Relic

In The Beginning

The Teacher Corps began with many fond hopes. It was going to do something about the disadvantaged. It was going to do something about urban education. It was going to do something about innovation. It was going to take chances. It was going to learn some new things. It was going to share those findings, to disseminate new knowledge. It was going to do something about the teacher shortage. Well, some of the conditions the Teacher Corps was designed to address have changed, but not enough to alter most of the goals and processes of the Teacher Corps. The teacher shortage has changed to a very painful teacher surplus, but we still must be involved with the problems of the disadvantaged, urban needs, innovation, and dissemination. There is a great deal of work left to be done.

Areas of Priority

A number of years ago I visited Teacher Corps sites in Hartford, Toledo, and Detroit; I was encouraged by what I saw. I am going to start visiting Teacher Corps sites again later this year, but I don't know whether I am going to be encouraged by what I see. As I visit projects, I will share some of the concerns, the issues, that we in the Office of the Assistant Secretary for Education consider important. If we agree on any of these priorities, and if there is potential for our working together on any of these issues, then I think we are all going to be encouraged about what we can do together. Some of you are involved in some of our areas of priority. Let me now review those areas.

Urban Education

First, urban education should be a top priority in this country. It isn't. If it were, we would be doing a better job in urban education. We would be spending more money; we would be spending our funds better; we would have a clearly enunciated Federal policy that would show we are involved and concerned about urban education. Granted, there are some great things going on in New York and Los Angeles, in Cleveland and Detroit, but those city systems are in trouble, and we all know it. Unless the education division components in Washington — and unless the Teacher Corps — are really concerned about our troubled urban centers and are doing something about them, our educational system and our civilization do not have much hope.

Secondary Education

Second, we must be vitally concerned about secondary schools. That does not mean we shouldn't be concerned about primary and elementary schools. I am firmly convinced that we are in the process of developing that solid foundation at the lower school levels; Title One is having an impact, and there are gains at the foundation of our schools, but there is a need for a continuum, a link from primary schools to secondary schools. The quantum leap from upper elementary to junior high school is forbidding. That leap represents the desperate condition in our schools today, and secondary education thus must be the concern of all of us, at whatever level we are involved.

Consider the typical high school senior today who has never taken a physics or chemistry course. As a senior, the typical high school student today does not take a mathematics course and is not enrolled in art or music classes; he or she is not taking a foreign language. What courses, we wonder, are seniors taking? Whatever they are taking, high school seniors still can't read or write, according to some people. If we are not concerned about that situation, our involvement in education at whatever level really does not make much difference.

Other Areas of Concern

There are other areas in which we should be involved, areas such as changing attitudes in communities; we should be involved with local school systems and boards of education and how they view teachers and administrators. We should deal with the attitudes of the public at-large, and recognize the confidence they do or do not have in teachers and teaching. Again, wherever we are involved, and at whatever level, we have to be concerned about the local decision-making process and how we can have an impact on that process. We have to be concerned about specific areas such as the science curriculum, the fine arts, and foreign language study. We also must recognize the potential in career education. We must identify and develop career awareness and skills, and infuse those concepts into the curriculum at all levels along the continuum from kindergarten through post-secondary education.

If . . .

If the Teacher Corps is truly involved in solving social problems in multicultural settings, or if the Teacher Corps is involved with people who are working toward solutions to problems, then your work is important. If the Teacher Corps is involved with changing biased or discriminatory curricula based on ethnicity or sex, there is agreement between your interests and ours in the Office of the Assistant Secretary. If you are involved with the entire educational decision-making process — with adults and with young people — then, once again, the work of the Teacher Corps is important and can be made to be more important.

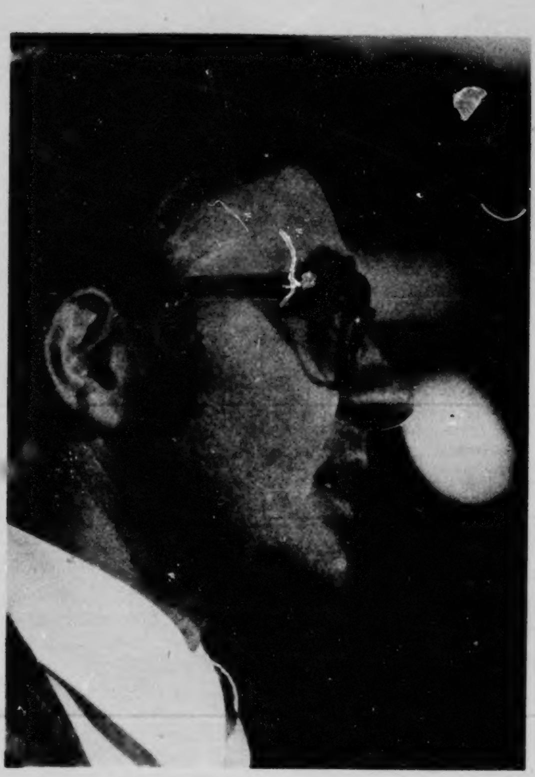
A Reminiscence and A Challenge

I would like to conclude today with a reminiscence — and a statement of personal belief. About thirteen years ago, when I was the principal of a very fancy suburban high school, I was invited by the principal of a not-so-fancy urban junior high school to visit that school and to see what real life was all about. The principal was Bill Smith, who is now the Director of the Teacher Corps. The first place Bill took me in his school was down to the basement where some young people had shot out the light bulbs. Bill told me that our suburban kids and teachers should also visit that basement; he said we all needed to know what happens when the lights go out, to become acquainted with the real world. I was impressed down in the basement, even with the blown out lights; I was impressed with what Bill was trying to do with the kids in his school and with his concern for those kids, and I knew that those lights, one day soon, were going to be back on and were going to stay on.

Most of all, I was impressed with one lesson that Bill taught me that day. Bill said, "Those kids aren't bad kids; those kids are our kids." Today, I stand before you to say that, whether you are a professor of education, an elementary or secondary school administrator, whether you hold a doctorate or are working on a Masters' degree, whether you are involved in research or in the field, whether you are a parent or a teacher — whatever your involvement in education, you must remember that the kids who are still shooting out those light bulbs are not bad kids. Those are good kids, those are our kids — they are all we have. If any of us at any level forget that lesson for even a single moment, then we have totally missed the point of what we are trying to do.

I have faith that you in the Teacher Corps will not forget those kids. But I recognize also that we have a great deal of unfinished work before us. The Teacher Corps is a good program; it is valuable, and it is necessary. But the Teacher Corps is not good enough, and that is the challenge that faces us all.

Peter Relic is Deputy Assistant Secretary for Education in the Department of Health, Education, and Welfare.



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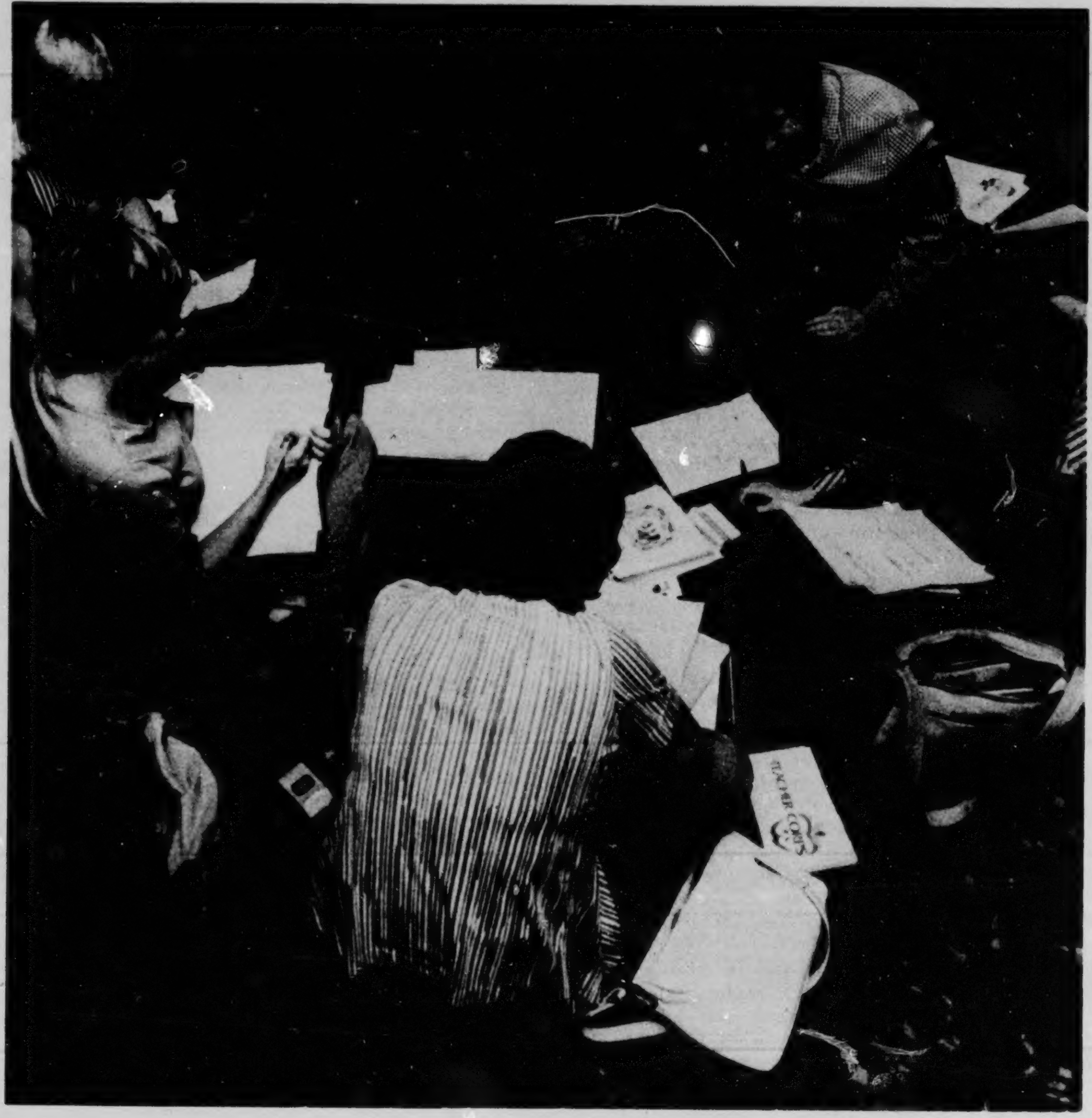

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The Teacher Corps And Public Policy

Samuel Halperin

Historical Obstacles To The Teacher Corps

For me, a Teacher Corps event is always a "happening." It is a prized occasion, a time at which hopeful people share their views and their values, a time for such people to recommit themselves to building a more humane and just society. That is the foundation on which the Teacher Corps was built twelve years ago. When the Teacher Corps was first being developed, we faced many seemingly overwhelming obstacles. There were conflicting versions of Senate legislation, so our first task was to work with the Congress to draft one version of the Teacher Corps legislation which reconciled the differences on a common ground. That was no small job, but, as you know, it was successful.

Meanwhile, in the Office of Education, the Commissioner of Education, Frank Keppel, worried mightily about what at that time was to be called the *National* Teacher Corps. He was concerned because he understood the sad history of Federal aid to education — he knew the major obstacle to such aid was the fear of Federal control of our schools. Mr. Keppel worried about the Federal government reaching into local communities, paying teachers' salaries, dictating curriculum, and setting standards. He worried that what the Teacher Corps was proposing at that time would go down the drain because of such fears.

A Present Danger

Although it is now twelve years later, the Teacher Corps is still very much under attack, and its future is still very much in jeopardy, but for different reasons than in 1965. This is hardly the time for any of you to feel overly secure or to luxuriate in your Teacher Corps job. Rather than continue to hold a job, it's time to get out there and *do* a job — and a particular kind of job is needed.

The history of the Teacher Corps teaches us some very important lessons. If we fail to learn those lessons, the Teacher Corps will be nothing more than a chapter in some educational historian's view of what happened to educational innovation in the 1960's and the 1970's. The Teacher Corps history teaches us, first, that we have to constantly explain, justify, and improve every Federal educational program in existence. The Teacher Corps has to change *now*, as it has throughout its twelve-year history, in order to meet the needs that our political and educational leaders identify as being important to the education of children.

One example of the Teacher Corps's response to such needs is your integration of pre-service and in-service training designs. But *why* is that change important? Can each of you explain that change to skeptics, critics, and honest questioners? Can you explain why, unless we upgrade existing teaching staffs, we aren't likely to improve the quality of teacher education in this country? We know about the recent declines in enrollment and the problems of bringing new blood into teaching; in-service education obviously has an important role to play in addressing those problems. But can *you* make that case persuasively? Are *you* equipped with the facts? Do you know how to show that the Teacher Corps is still very much in the vanguard of the national struggle for equal educational opportunity?

Persuasive Facts

Let me suggest some persuasive facts: Do you know that, since 1970, fully half of the Teacher Corps Interns have been non-white? Do you know that about twenty percent of all Teacher Corps projects have been in bilingual and bicultural ethnic communities? Are you aware that about seventeen percent of the Teacher Corps projects serve Native Americans? Do you know that, if it weren't for the Teacher Corps, we would not have any truly poverty-related educational programs in many outlying territories and in the Trust Territories? How many other Office of Education programs have been as responsive as the Teacher Corps to poor, educationally disenfranchised, and neglected populations? Aren't those the very populations that Mr. Carter and Mr. Califano say are at the heart of their educational concerns, at the top of their priority list?

Questions Must Be Answered

But Teacher Corps history also teaches us, in the words of the Bible, to "put not your trust in princes." In other words, don't wait for political leaders to decide the fate of the Teacher Corps. If you believe in the Teacher Corps, you cannot allow the program to leave unanswered the important questions that Peter Relic and others are asking in good faith and in good judgment. You cannot allow the destiny of the Teacher Corps program to be determined by *any* Administration alone: not by a Democratic or Republican Administration; not by a malevolent or benevolent, nor a conservative or liberal Administration. You have to persuade every Executive branch policy-maker that the Teacher Corps makes a difference; that kids are better off because of the Teacher Corps; that institutions of higher learning are changing because of the Teacher Corps; that teachers who are exposed to the Teacher Corps have a new sense of professional pride, personal power, and effectiveness in the classroom.

Three Questions For The Teacher Corps

Teacher Corps history also tells us that you in the Corps must tell your story over and over again to the Congress — to the House and the Senate — to the Democrats and the Republicans, to the Budget Committees, the Appropriations Committees, and the authorizing committees; you must repeat your story to everyone who can make a difference. With that in mind, I would suggest that you ask *yourselves* three questions:

- When did I last tell a Congressperson "Thank you" for the Teacher Corps?
- When did I last tell a Congressperson — or any other policy-maker — about any of my own successes with the Teacher Corps?
- When did I last take the time to show *anyone* that the tax dollars entrusted to me made a difference?

Presence . . . But Recognition?

If you ask Congressional staff members about those questions, they will tell you that they seldom — if ever — hear from the Teacher Corps, even the Teacher Corps projects in their Member's districts. They don't really know if it's a good program. Now, contrast that lack of communication with the fact that the Teacher Corps has served in every state in the Union, in 2,000 schools, in 900 school districts, in 500 colleges. Despite such a widespread presence, I wonder what the Teacher Corps's recognition factor is today in Congress; not the Congress of 1965, but the Congress of 1977.

A New Congress

We must establish a new reality by remembering some simple truths — truths which border on clichés. The first truth is that the Teacher Corps is *yesterday's* baby. Of the 435 members now in the House of Representatives, 305 were elected *after* 1965, when the Teacher Corps became law. Further, 66 of our 100 senators were not in the Senate at the time the Teacher Corps was enacted. For most of these new people, the Teacher Corps is just another legislative program. For them it is an old program, a leftover from an older society — a program for old-timers like myself to reminisce about. Today's Congresspersons need to hear about *today's* programs. Lyndon Johnson used to say that the time to make friends is *before* you need them. When the crisis is upon us, he said, it may well be too late to make needed friends.

What Is So Special About The Teacher Corps?

In order to educate the new people in Congress, you must ask yourselves, "What is so special about the Teacher Corps to distinguish it from the 130 other programs in the Office of Education?" Why should the Teacher Corps mean something special to the Carter Administration and its top level appointees? After all, they are the newcomers on the block, and they are preoccupied with some very tough problems. People in Washington are beginning to believe, if they didn't believe before, that Mr. Carter means it when he says he is going to balance the budget by 1981. They are beginning to believe that new money for domestic programs is going to be awfully hard to come by, especially since we have seven million Americans out of work. Aside from needing services and aid themselves, those seven million people are not paying taxes which might be used to fund social programs.

Obviously, if the new Administration is to make its own impact, it must have dollars for new ventures. The surest way to get those dollars is to cannibalize them, to extract them from existing programs. That means taking dollars from ineffective and obsolete programs and consolidating them into programs showing greater promise. In that context the Teacher Corps is extremely vulnerable, *unless* you demonstrate your present viability and importance. A program that is a dozen years in the building, a program like the Teacher Corps, can be wiped out — or seriously harmed — by a catchword or a slogan in the mouths of newcomers, people who have their own programs to promote. For example, do you remember how the Job Corps was crippled and all but dismantled? It happened when someone hit upon a rather erroneous, extraneous, and irrelevant — but very effective — slogan. The slogan charged that it cost more to send a youth to the Job Corps than it did to send a youth to Harvard! The slogan worked, and the Job Corps is no longer the shining promise of 1964-1965.

A second example: do you remember how the Educational Professions Development Act was repealed when the Administration was able to successfully spread the story, the falsehood, that the Act was nothing more than a pre-service teacher training program? In view of the teacher surplus, they said, there obviously was no further need for EPDA. EPDA is now the merest skeleton of its former self.

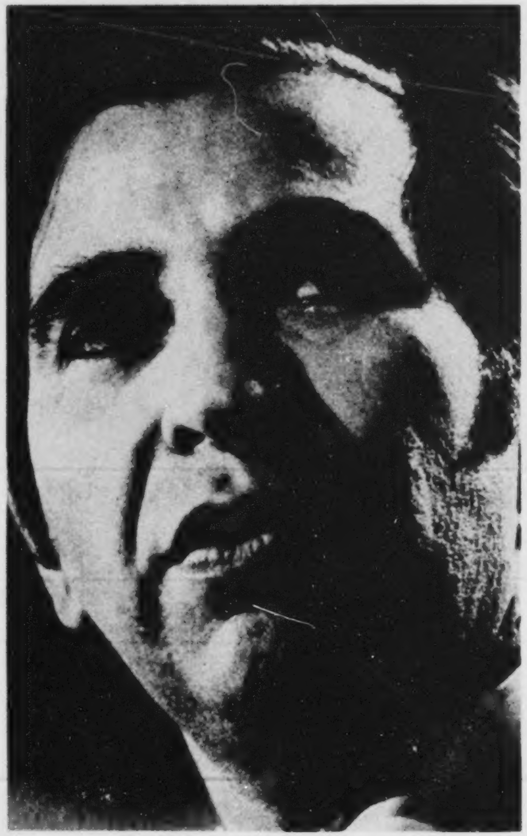
The Vulnerability of The Teacher Corps

Keep those examples in mind as I repeat to you my view that the Teacher Corps is exceedingly vulnerable to a budget analyst who cares only about saving 37.5 million dollars a year. A budget analyst with scruples, training, and integrity would not be so facile. But others could easily ignore the real results and achievements of the Teacher Corps; such a person could come up with some simple arithmetic: the program costs 37.5 million dollars a year; it trains only 250 Interns and about 5,000 experienced teachers each year. If so disposed, the budget analyst can come up with a cost figure of $7,143 per individual trainee per year. Even more extreme, the analyst can say, "Look at the cost of those Interns! There are only 250 Interns in a program costing 37.5 million dollars. That comes to $150,000 an Intern per year!" Such a meat axe approach to public policy-making can seriously damage your program.

The Time To Act

I suggest to you — to all of you — that you counter such approaches quickly, firmly, and intelligently. I suggest to you that that is the only way the Teacher Corps as we know it will survive. Finally, let me say that I believe your survival is important not only to you, but also to the thousands of children you serve, and to the future of teacher preparation in our country.

Samuel Halperin is Director of the Institute for Educational Leadership of the George Washington University. He has served as Deputy Assistant Secretary of HEW for Legislation and as Assistant U.S. Commissioner of Education for Legislation.



A Crisis And A Challenge

William L. Smith

The Shape of Crisis

The opening session of this conference was addressed by one former HEW Deputy Assistant Secretary and one current Deputy Assistant Secretary: Samuel Halperin, a former Deputy Assistant Secretary, and Peter Relic, the person who currently holds the position of Deputy Assistant Secretary for Education. Halperin gave us a historical overview of the Teacher Corps, and described the early days of crisis. There were crises, he said, of many kinds in the beginning. First, conflicting legislation had been introduced to establish a Teacher Corps; once those initial conflicts had been resolved, there was the problem of passing the legislation which would make the program a reality. Initial fears of Federal intervention in local educational affairs was the greatest obstacle to the passage of the legislation — and those fears were very much present both in Congress and in the Administration. Once the legislation was passed, the Teacher Corps continued to fight for its program as government spending in education was reduced.

In explicating the current picture, Relic pointed to our contemporary crises: the competition for Federal educational appropriations and the need to explain and justify the Teacher Corps — as well as other Federal programs — under the zero-based budgeting approach adopted by the current Administration. We have many supporters in the Administration and in the Congress, but Dr. Relic is right: We must explain and justify ourselves. We must explain who we are, what we hope to accomplish, how we function, and the degree to which we succeed or fail. In large part, our explanations must be made to those who are outside of the Teacher Corps, for we are interdependent with others, and that is the nature of interdependence.

Crisis Management or Managing Crisis?

There are many ways to deal with the current crisis, the need to explain and justify ourselves. Research in crisis management indicates that reaction to crisis usually entails a flurry of independent actions which are hurriedly and defensively conceived to relieve immediate pressures and the threats which they engender. That is reaction to crisis. There are, however, other ways of dealing with crisis. One such approach involves viewing crisis as a problem, and developing a systematic means for formulating a course of action to deal with the problem. The first of these approaches is crisis management; the second is managing crisis.

I believe that the latter approach — managing crisis — will be our most effective means of dealing with the current need to communicate the Teacher Corps to those we serve: the Administration, the Congress, and our local constituencies. We must manage the crisis, rather than allow it to manage us. As we manage the crisis we must educate ourselves and significant others to the benefits — and, yes, the shortcomings — of the Teacher Corps.

You may ask, "Isn't that the objective of the program in the first place?" The answer to your question is, of course, an unqualified affirmative. The difference between our past efforts to educate ourselves and others — to tell where we have succeeded, where we have failed, and where we hope to go — and the current need to make ourselves understood involves three aspects of the educating process: quality, timing, and intent. In the past, we have sought to rigorously document our individual project and programmatic efforts and quietly tested and retested the assumptions which are the basis of our work. Now, however, it is necessary to broaden others' understanding of our assumptions, intent, operations, and accomplishments.

Not Testimonials, But "Factimonials"

How can we broaden the understanding of others? Let us first look at ourselves. Over the past few years I have visited many local Teacher Corps projects; I have seen many changes and improvements in local projects and have become acutely aware of the impact which the Teacher Corps experience has had on schools, universities, communities, and individuals. As you have described the Teacher Corps experience, I have said, "Good; we need to know where we succeed and where we fail; we need to know about our impact." But I have not followed-up my visits and our conversations — I have not asked those in the field to provide specific information and details which elucidate Teacher Corps work at local sites. I have been reluctant to solicit such information because I have felt the need to first design a system to validate project evidence — to somehow ensure the validity and reliability of local project experience.

Neither have the local project personnel followed-up on our conversations. That would be difficult for project people because they are very much concerned with day-to-day operations, the nitty gritty of running a project and dealing with local Teacher Corps constituents in schools, universities, and communities. Understandably, local projects have also waited patiently for the Washington office to initiate a system for validating the evidence of success and documenting failures and their lessons.

The time to change that is *now*. It is now time to rigorously document and validate the impact which Teacher Corps has had on universities, colleges and departments of education, school systems, schools, communities, and individuals. It is time to gather evidence of impact from deans, school superintendents, principals, teachers, school personnel, community members, project staffs, and Interns. It is time to learn — and to document — the ways in which the Teacher Corps has helped. We do not need to hear Teacher Corps jargon; we need facts, simply stated. We need to communicate in ways which will enable significant others to appreciate the knowledge of our impact as clearly as we ourselves appreciate it. In collecting and communicating such information, I urge you not to *make* facts. Rather, *find* facts, facts that can be substantiated.

The Demonstration of Impact

Beginning now, and over the next few years, the Teacher Corps will engage in a major documentation effort to demonstrate its impact on American education — particularly as that impact relates to colleges and universities, schools, and communities. Toward that end, we need to know the answers to several questions:

- What effects has a Teacher Corps project had on teaching practice; achievement levels in schools; attitudes toward schooling and learning; policy and practice in colleges of education, school districts, and communities; and community-school-college relationships?
- What have been the long-range effects of Teacher Corps in all of the above areas?
- What has been the transferrability of Teacher

Corps; i.e., what impact has it had on other schools, communities, and colleges of education in nearby regions which do not have projects?

- What happens to personnel who have been involved in a Teacher Corps project?
- What have been the cost-benefits of Teacher Corps in relation to its stated objectives?
- Where are students who were in Teacher Corps schools now? What are they doing?

You in the local projects must tell the story of what is happening — or what has happened — to you. You must tell the story so that others can understand your experience and the Teacher Corps. While we deal with crises at a national level, I also recognize that you may encounter crises almost daily in local projects. We must continue to pay attention to those we serve, and I am not advocating that you turn from local needs so that national needs may be met. Rather, I ask you to recognize the mutual interdependence required if we in the Washington office and you in local projects are to meet our common goals. We must manage our crises coolly, constructively, and competently; there is no need for a combative or confrontative manner. We cannot afford to be combative or confrontative — you cannot afford it, we cannot afford it, and, most of all, kids who need us cannot afford our doing so.

William L. Smith is the Director of the Teacher Corps.

Early Childhood Intervention: A Support For Family and Child

By Blandina Cardenas

The Teacher Corps and The Administration on Children, Youth, and Family

Based on my experience over the past several years, I would say that the Teacher Corps represents one of the most exciting aspects of education today. That is both a personal and a professional opinion. Personally, I have worked closely with the Teacher Corps in many capacities. Professionally, I have been familiar with the work of the Teacher Corps and its many contributions. Both personally and professionally, the Teacher Corps has given me the rare opportunity to work with a number of individuals who have provided me with a unique support system. My experience with the Teacher Corps and its personnel has helped to expand visions, to reinforce commitments, and, more quickly and certainly, to gain insights that have stood me in good stead during my time away from the Teacher Corps. In particular, I would like to acknowledge the reinforcement and support which I reaped long ago — and continue to reap — from the Edgewood Independent School District of San Antonio, Texas, which is represented at this conference by its Teacher Corps project team.

A Common Mission

Teacher Corps today represents the most exciting aspects of education. I cannot imagine being in education and not confronting the very critical issues of educational and human need that Teacher Corps continues to address with ever more sophisticated strategies. It is fitting, therefore, to take this opportunity to introduce some areas of concern faced by the Administration on Children, Youth, and Family. First, we share a common mission with the Teacher Corps. Both agencies aim to extend to every child the opportunity to develop his or her potential as fully as possible. Both agencies aim for that objective by facilitating, assisting, encouraging, and strengthening families' and communities' capacities to offer children opportunities for growth. And both agencies intend and attempt to meet common goals by providing our constituents with knowledge, resources, creativity, and spirit. The ACYF and the Teacher Corps are both located in the same government office building in Washington; as the two agencies share that building, so, too, will we share a partnership designed to achieve our common mission.

Moving into some of the more specific and programmatically unique concerns of the ACYF, I would first note that the current administration is listening carefully to the ongoing debate as to the status and the durability of the American family. I do not think the American family is dying. I do, however, believe that — whether you are involved in social services, in health services, or in education — there are some issues we must face. We must consider many diverse kinds of families, not one monolithic family that exists only in textbooks. It is time for us to think about how our work is designed to strengthen families. How, for example, can our work buttress the ability of families to fulfill their central and most important societal function: the development of their children?

Problems, Concerns, Issues

The concerns, problems, and needs we must urgently address are infinite: the need for early childhood educational designs and the development of early childhood specialists; changes we need to recognize and adapt in educational philosophy and classroom practices as well as emergent teacher training technology. Above all, we need thoroughly to examine the dynamics and characteristics of continuous growth and development for families and their children.

More than any other time since the last great war, the durability of the American family is under considerable stress. Consider, for example, the emerging and expanding phenomenon of the single-parent family. In 1974, there were 970,000 divorces or annulments involving 1.2 million children. In 1975, more than one in every six children under the age of eighteen was living in a single-parent family — a percentage double that of 1950. This increase in single parenthood has been most rapid among families with children under six. Between 1948 and 1975, the percentage of single-parent families has gone from seven percent to seventeen percent. Meanwhile, the number of adults in the home who can care for children has decreased. Although the number of children per household has decreased only slightly in the last two decades, the number of adults per home has dropped speedily and steadily.

Next to divorce, the most rapidly increasing underlying cause of single-parenthood involves unmarried mothers. Over 80 percent of all out-of-wedlock children are born to women under 25 years of age. Even in homes with two parents, the increasing numbers of working women have resulted in family structures which involve part-time parenting. Statistics for 1975 show that 52 percent of married women with children aged six and under were either working or looking for work. Two-thirds of those working mothers were holding full-time jobs.

The Promise of Early Childhood Intervention

Not the least of the contributions made by Head Start, of course, is its introduction of basic principles of early childhood education on a mass scale in this country. Despite that contribution and the many other advances made by Head Start, I believe that the entire early childhood education movement — the promise of early childhood intervention — has only begun to be understood. The achievement of the real gains that can be facilitated through Head Start is still in the future. Further, we are in the process of correcting some mistakes. For example, when we talk about early childhood education twelve years ago, too often we are talking about deficit models. Too often, we dreamt of one magic program, one magic inoculation that would solve all the problems, that would meet all the needs of our children. We are a little less arrogant, and a lot more receptive to alternatives now. That is good. We have all come a long way toward understanding the role of families as they provide support to their children. We are also learning how to support that role. For too long, we have tended to think that we need to protect children from their families, rather than to work in concert with families to help them support their children's development. The Carter Administration's new initiative in the area of child welfare services builds upon the strength of families. Our new approaches seek and intend to keep families together, rather than to work outside of the family.

Conversely, social strategies responding to the needs of adolescents do not reveal the same well-developed, well-implemented approaches evidenced in the area of child development. As a matter of fact, there has been very little programmatic conceptualization and development in the area of youth development. That is reflected in the fact that the Administration on Children, Youth, and Families administers only one program for youth, the Runaway Youth Program. There are, of course, programs like Youth Tutoring Youth, which is certainly an excellent idea that has maintained both its effectiveness and its emphasis on youth participation. In reality, however, we have yet to explore the issue of development in a meaningful way; we have yet to consider the developmental needs of children who later become youth and eventually become adults. Fortunately, we are learning to think of development as a continuous process; we have learned that a developmental strategy must recognize the fact that conceptual emphases differ as much as do stages of growth in the developmental cycle of a human being. Only through examining young people as whole, complex, *developing* persons can we hope to discover and employ appropriate and sensitive strategies which will truly respond to the developmental needs of our young people.

Rediscovered Families

The place where children do most of their growing up — their developing, if you will — is of course the family. And, judging from the now-burgeoning body of research on the American family, it would appear that social scientists have recently rediscovered that institution. As an object of enquiry, the family is once again in fashion. That general scholarly interest — as welcome as it is — also has its darker side. Television, that pervasive medium, not surprisingly is the channel through which we are most often exposed to that darker side. Somewhere in the course of each day, it seems that there is at least one program which discusses either the demise of the American family, the need to support the American family, or a nostalgic — and mostly unrealistic — view of what the American family once was.

As I said earlier, I do not believe that the family is dying. I do believe, however, that the family is changing. I further believe that the societal context within which the family is changing may argue for different roles and support systems which can serve that institution. I have personally been fortunate enough to have experienced extended family life. Such families can provide a rich and constant support system for their members. But our modern, mobile, urbanized, and suburbanized society too seldom provides nourishing soil in which to nurture such extended support systems.

Likewise, economic pressures, urbanization, and other psychological and social forces are putting stress on the American family. Perhaps we should begin to address the problems which result from that stress by, first, identifying the manifestations of such stress. Then we can try to understand the causes which lie beneath that stress. Once we understand the "why's", we can attempt to determine the governmental policies which are among the causes of stress on the American family — as well as those policies which support family stability. That understanding can then lead to programs which are sensitive to the diversity of the American family and which respond to the family's survival needs and the needs of our children. That, it would seem, is a feasible beginning.

Poverty, Social Changes, and Children

The increase in the level of poverty — along with other recent social changes — has also had an impact on children. In 1974, 15.5 percent of all American children were living in families whose ability to rear children was severely impaired by incomes which were below the government-defined poverty line. The majority of those children were from single-parent households. Economic deprivation is most severe for single mothers under twenty-five. In 1974, unwed mothers whose children were all under six had a median income of a whopping $3,021. The 500,000 mothers in this age group constitute one-third of all female-headed families with children under six.

Health Care

Let us, then, consider the significant numbers of women who do not receive adequate prenatal care. We know also that the lack of adequate care results in high rates of infant disease and mortality. International statistics on infant death show that the infant mortality rate in the United States is worse than the rates in fourteen other countries. Within the United States there are startling variations. For example, in Mississippi there is an average of 23 deaths per 1,000 live births each year; in Utah the figure is 12.2. Nationwide, the rate for non-whites is 26.2; for whites, the rate is 15.2.

Child abuse is another disturbing characteristic of our contemporary society. According to the American Humane Association, one million children now suffer some form of parental abuse or neglect. That startling statistic only vaguely suggests the problem which we confront. These statistics are decidedly discouraging; the time has come for us to strengthen our hopes and efforts toward finding immediate solutions. We must be firm in our belief that we can protect children and society from abusive parents and guardians.

The Success of Head Start

The Teacher Corps and our own Head Start program have many positive characteristics in common. First, I believe that the two programs are viable today primarily because they are predicated on the belief that something *can* be done. The Teacher Corps commitment, resources, and creativity can contribute a great deal toward improving children's lives, schools, communities, and family lives.

Programmatically, Head Start is built upon some of the central aspects of child development and child, family, and youth support systems in which we can have a significant degree of confidence. In fact, the program is one of the most exciting things to happen in the field for years. Despite its early difficulties, recent research is demonstrating that the program works. It improves the lives of children and communities, and it does that by increasing the efficiency of the innumerable agencies and institutions which are intended to support children and their families.

The Head Start research has produced some significant findings. First, in terms of school readiness and achievement, Head Start participants performed at a level equal to or above the levels of their peers when they began regular school. Head Start graduates also had fewer grade retentions and special class placements than did their peers. Second, research has found that the program was effective in preparing children to continue to develop their reading achievement levels as they advanced through the elementary grades. Third, in terms of basic cognitive and language competence (as well as the ability to function effectively in the out-of-school environment), the program's graduates showed increased ability. The Social Science Research Group at George Washington University reviewed a variety of studies on Head Start and found that the program's children demonstrated improved performance on standardized tests measuring intelligence, general academic ability, and social and emotional development. That review of research showed that Head Start had an unquestionably positive impact on child socialization and did so by facilitating the development of socially mature behavior. Fourth, the self-concept of Head Start children, when their participation in the program was matched with a high degree of parent-child interaction, showed highly favorable improvement. Fifth, in terms of health and nutrition, the research data show that Head Start contributed to lower absenteeism, fewer cases of anemia, more immunizations, better nutritional practices, and, in general, better health among program children.

Head Start has also played a key role in changing the way institutions serve communities. Those changes are, in fact, very promising. Because of Head Start (and, I suspect, because of other programs like the Teacher Corps), the institutions that serve families in poor communities have become more accessible to those they serve than are such institutions in communities which do not have a Head Start program. The findings I have cited suggest that Head Start must be regarded as a very bold experiment — one that has demonstrated its viability over the last twelve years.

"Development" Means "Continuous"

If we have learned nothing else from our experience with Head Start and our other innovative programs, we have learned that we must proceed from a framework which sees human development as comprehensive and continuous. We must offer comprehensive services. We must be comprehensive because we cannot pretend to attempt to improve only the cognitive development of children. We cannot deal only with the academic development of children. We must, rather, see the child as a whole and developing human being, a person who has health and nutritional needs, social and emotional needs, needs which coexist with cognitive needs. We must be as sensitive to human and social needs as we have been to cognitive needs.

Once again, human development is continuous. There are no magic periods. We cannot inoculate children at ages three, four, and five with all the right kinds of stimulation and then say we have done all that needs to be done for children. The fact is that we do not know enough about long-term development. We are now beginning to read books like *Passages*, books which address the issues of how human beings approach different periods in their lives, how development continues far beyond adolescence. From such books, we can learn that development is a continuous and changing process. Most important, we can recognize that the developmental strategies we apply to people of three, four, or five years of age perhaps should not be equally relevant to preadolescent or adolescent people.

Finally, we must recognize that human development occurs within specific ecological boundaries. That is important because we cannot pretend to be supporting the development of human beings if we do not consider the total environment of which they are a part: their families, the institutions to which they and their families relate, and the communities in which those families and institutions exist. We will have achieved the sensitive, humane imperative if we learn how to fulfill our mission to provide all children with the best chance, the most equal chance, to develop themselves as total human beings. We must provide that chance on the basis of our understanding that human development is a continuous process, a process which requires a great deal of our energy, commitment, and understanding.

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The Mental Health Aspects of Quality Education

Price Cobbs

Quality Education: A Personal Interaction

I would like to discuss the mental health aspects of quality education. Before dealing with mental health, however, it is important to consider what we mean by "quality education." When parents, teachers, Congresspeople, and others articulate their hopes for the schools, they almost always talk about the need for quality education. I would suggest to you that quality education in the generic sense does not exist. There is no system of quality education — simply because education is not a manufactured product which can be subjected to industrial-type quality control. Rather, it is a personal interaction, usually between a student and a teacher. The quality of education for that student depends in great measure on the quality of the interaction of the two people involved: the teacher and the student. The teacher, because of training, experience, and maturity, has the greater power to control the nature of the interaction. Later I will discuss the many factors involved in the teacher's attitudes and behavior — and their impact on the quality of the student's education.

The Criteria for Quality

Before moving on, however, it is important to note that many parents judge the quality of education on one major criterion: technical competence. If their child scores well on standardized tests in math and reading, they believe their child attends a quality school. On this basis, suburban schools are usually cited as quality schools, while urban schools are usually labelled inferior.

I would like to suggest two other criteria that might broaden the definition of "quality" as it applies to schools. The first is social competence. Research suggests that many so-called quality schools are producing socially incompetent students. Students and teachers from such schools are unable to handle personal conflicts; they cannot understand how to achieve social goals; they cannot perform any kind of hard analysis of social movements; and, in a multitude of ways, they cannot cope with rapid social change.

A second criterion by which to judge quality education is truth-seeking. Schools should produce students who have a meaningful exposure to multiple interpretations of the past and the present. Teachers can help to provide such a learning experience if they themselves become more open and more honest, if they are accepting and supportive of individual difference, and if they discard their biased expectations.

Expressing One's Feelings

If we are to consider quality education, we can begin by focusing on the collective and individual conditions of peoples' lives. If feelings are built up and not acknowledged — feelings of rage, frustration, hate, indifference, fear, anxiety — they certainly will be reflected in classroom behavior. Cliche though it may now be, it is true that the schools are a reflection of society.

Among the most significant changes in our societal climate — and one which represents a critical challenge to educators — is the changed view of the legitimacy of expressing one's feelings. The acceptance of a social ethic which requires suppression of outward manifestations of feelings has been an integral part of my generation's life experience. Over the past several years, there has been a growing body of research and clinical practice that describes the physiological and psychological damage that such a belief system engenders.

We have learned that, while all people share common thoughts and feelings, each person attempts to meet his needs in unique ways. People need and deserve enough freedom to be unique, and they need many opportunities to explore and to experience themselves, others, and their environment. Fundamentally, that is the process of true human learning.

Higher Tolerance Levels

All of us are able to tolerate broader parameters of behavior today than we did, two, three, or five years ago. That is why I link the process of examining and confronting feelings — looking at personal biases and raising awareness and sensitivity — to the development of higher tolerance levels of student behavior. The grave danger in equating behavior with identity is that both teacher and student become imprisoned in a single role image and may relinquish the search for change. In such cases, the behavior-as-identity is believed so thoroughly that people become what they are labelled. Unless we have actively examined our attitudes and assumptions, we may consciously or unconsciously label people in various groups as either superior or inferior. Such preconscious assumptions and judgments continue to plague our nation, and the behavior and characteristics of individuals who are identified with certain groups are too often viewed in the context of stereotypes.

Human Difference

Further, we often transfer the identity of the individual to the stereotyped behavior. In short, we confuse behavior and identity. For example, "He is Black" implies a permanent identity. Statements like "He is unruly," or "He is obedient" refer to behavior. Behavior can and does change; identity does not. Not only can behavior itself change, but our perceptions of behavior also can and do change.

Whatever else the civil rights movement has taught us, it has helped us first to focus on discrimination, then on prejudice, and then on racism. Beyond that, if we are astute, it can help us to focus on *difference*, because, basically, we are talking about being secure enough in our own identity to relate to those who are different in various ways.

The threshold of tolerance for difference is the range of student behavior that a teacher can accept and still maintain a productive learning environment. It is my strong feeling that teachers would have far fewer discipline problems if they raised their own tolerance levels of student behavior. Excessive rules and regulations inhibit, rather than enhance, the learning climate.

The acceptance of difference can help teachers and others to see their own and others' behavior more clearly. It can also help them to understand and accept behavior which is different. For example, many times kids in urban areas use scatological language with great frequency and energy. At the level that youngsters use such language, it generally has no meaning at all. Most of the time, if you observe youngsters using inner-city language, they might just as well be saying, "gee whiz." However, you and I as teachers, whether we are Black or white, generally have a negative reaction to such language in school or on the street. We would like the youngster to learn more acceptable expressions. When we are able to confront our feelings about such expressions, about the kids who use them, and about any meaning street language has for us as individuals, we can then begin to help change the youngster's behavior. But if we can only react to such expressions, we will inevitably become engaged in some level of combat with the youngster.

Confronting Oneself

In her book, *Troubled Teachers,* Ester Rothman discusses the current state of public school education from her own experience as the effective and controversial principal of the Livingston School in New York City. The Livingston School, incidentally, is a school for adolescent girls who are termed "too difficult" for regular public schools. The central message of *Troubled Teachers* is that teachers cannot teach effectively until they confront their own motivations and feelings.

Power Games

When teachers fail to understand their anger and aggression, they get trapped in sterile power games and destructive defensiveness. Repressed teachers often take out their aggressions on pupils, engaging in combat with them and thereby provoking them into rebellious behavior. The combat and the provocation are not planned; they are the result of the educator's passive way of dealing with his or her emotions. Educators who cannot confront their own feelings and attitudes—who cannot really understand their own motivations — are poor mental health risks. By failing to understand themselves, teachers are at the mercy of their repressed and suppressed anxieties, and cannot control their situation in the classroom. This loss of control results in patterns of compensatory behavior that, in today's language, might be characterized as psychological games.

One of those games is a game of omniscience. That game is played by teachers who can never admit error or ignorance; they reward students for agreeing with them, while penalizing independent thinkers. I think that teachers should unmask themselves and admit that one does not need to know *everything.*

Certainly many of you have gone to school with one of your children to negotiate what starts out as a fairly benign issue. But, during the course of the conversation, you realize that there is no latitude for discussion because you are dealing with someone who "knows everything." As we talk about the mental health of people in education, this is certainly a psychological game that needs examination.

The Professionalism Game

Akin to the game of omniscience is the game of professionalism, in which the teacher's role becomes a shield against emotional contact with pupils. Since my audience is educators, I might say that I certainly do not think the game of professionalism is exclusive to educators. There are other fields — psychiatry being one — in which people can retreat behind the shield of professionalism.

In this game, one hears the maxim, "Don't be friendly with your pupils; keep a professional relationship." But true professionals do not deny the student's feelings — or their own — and are not afraid to express friendship and concern. All of us need to express and share our feelings, as well as our thoughts, in order to experience both emotional and intellectual growth. The dependence and interdependence of the emotional and the intellectual is important to recognize. Personal and interpersonal factors do influence learning and motivation. That interrelationship has certainly been validated through any number of studies. Our feelings and our emotions do not disappear just because they are ignored.

The Competition Game

Another game — in terms of looking at the mental health aspects of quality education — is the game of competition and testing. All too often, educators use tests to demoralize children and play them off against each other. As we move up into secondary and higher education, we see more and more how tests are used to play people off against each other. Much of the furor over affirmative action admissions is really a symptom of the misuse of tests — and the use of tests to polarize people and play them off against each other, instead of using them to improve teaching. All of us would, I think, acknowledge that tests are generally a poor way to motivate students.

Discipline: Whose Problem?

Discipline "problems" in the classroom are also often related to the acceptance and understanding of the self and others. Over the past few years in my work with teachers, I have become aware that discipline (whatever that term entails) is probably the foremost concern which teachers express. This concern has been aggravated by students' styles of behavior, styles which reflect both a greater degree of openness in expressing feelings and a greater variety of racial and ethnic behavior patterns.

I have been struck many times by what is called "acting out." When we use the term, "acting out," we are invariably evoking some type of clinical behavior — and we are also invariably evoking something that is not quite normal. But "acting out" is often merely the process of a child or an adult expressing himself or herself. Somehow we need to catch up with our society — all too often we talk about discipline, which then becomes a term that is used to describe a whole constellation of an individual's apprehension about a person's or a student's behavior, not about what is going on with that person.

If we look at what we mean by discipline from a mental health angle, such problems will fall into two simple and basic types: those which are real and those which are perceived. A *real* discipline problem is present when a student's actions are infringing on the real freedoms of the teacher or other members of the class. A *perceived* discipline problem is one for which the teacher unconsciously is the cause because he or she perceives some behavior as a discipline problem when in fact it is not. The perceived discipline problem is no less real to the teacher than the real one. Therefore, the more discipline problems the teacher perceives, the more discipline problems he or she will encounter.

One has to be very, very astute to be accurate in making these distinctions at the moment an event occurs, and then deciding how to respond. What teachers do under these circumstances depends in great measure on their individual thresholds of tolerance, their self-awareness of personal attitudes toward difference — and their willingness to confront their own motivations and feelings.

School Reform: The Past

That thought leads me to reflect for a moment on the currents of school reform which have ebbed and flowed over the past fifteen years. I think when the history of the 1960's is written, the nature and impact of the school reform movement will be an important part of the record of those convulsive years. That movement as a whole shared a common impetus: a revolt against the traditional school, which was perceived as an impersonal, dehumanized, and bureaucratic institution. But the movement, as it evolved, split into what would appear to be contradictory factions.

As we look back, we can see that reformers like Carl Silberman wanted to rejuvenate the public schools, to make them warmer and more spontaneous. Another strand of the movement scorned public schools and advocated the creation of counter-cultural schools, what were then called free schools. There were other variations. George Leonard, who was writing on education at that time, viewed education as ecstacy: he envisioned children coming into the educational situation and finding such a turn-on that they would literally be ecstatic. Another variation was articulated in Ivan Illich's *Deschooling Society,* which rejected institutionalized schooling altogether.

As we now view the 1960's, there is little doubt that the school reform movement has lost momentum. In state after state, in district after district, even within individual schools, innovative or creative programs of the 1960's are now but a shell of their former selves — or are lost altogether.

Innovative approaches in public schools have certainly been hampered by financial setbacks, as well as by demands for a return to what is called "the basics." The free school movement seems to have gone the way of the counter-cultural climate that sustained it.

School Reform: The Future

In the midst of our loss of innovation and creativity, the Teacher Corps is probably the only national program which has maintained an experimental vitality. That is very important; we look back at many programs that were established to maintain an experimental vitality, but which have lost their vigor. But the Teacher Corps can proudly claim that it is maintaining an experimental vitality. Still, whatever its present fortunes, the reform movement of the 1960's did awaken in many parents, many communities, many teachers, the hope that the schools might play a more vital role in children's lives.

The task of the schools and the task of the Teacher Corps are not limited merely to reflecting a historical system and values. The school must also operate as a force to generate new values in a changing system. Whatever its other missions, the Teacher Corps must help to generate new values and develop a more responsive system. The schools and the Teacher Corps must remain dynamic.

We must look at reform as a continuing and necessarily permanent process. It can only occur in a healthy environment, an environment that is conducive to exciting, joyful learning and personal growth for both teacher and student, an environment that provides opportunities for the development of all human potential. *That* is quality education.

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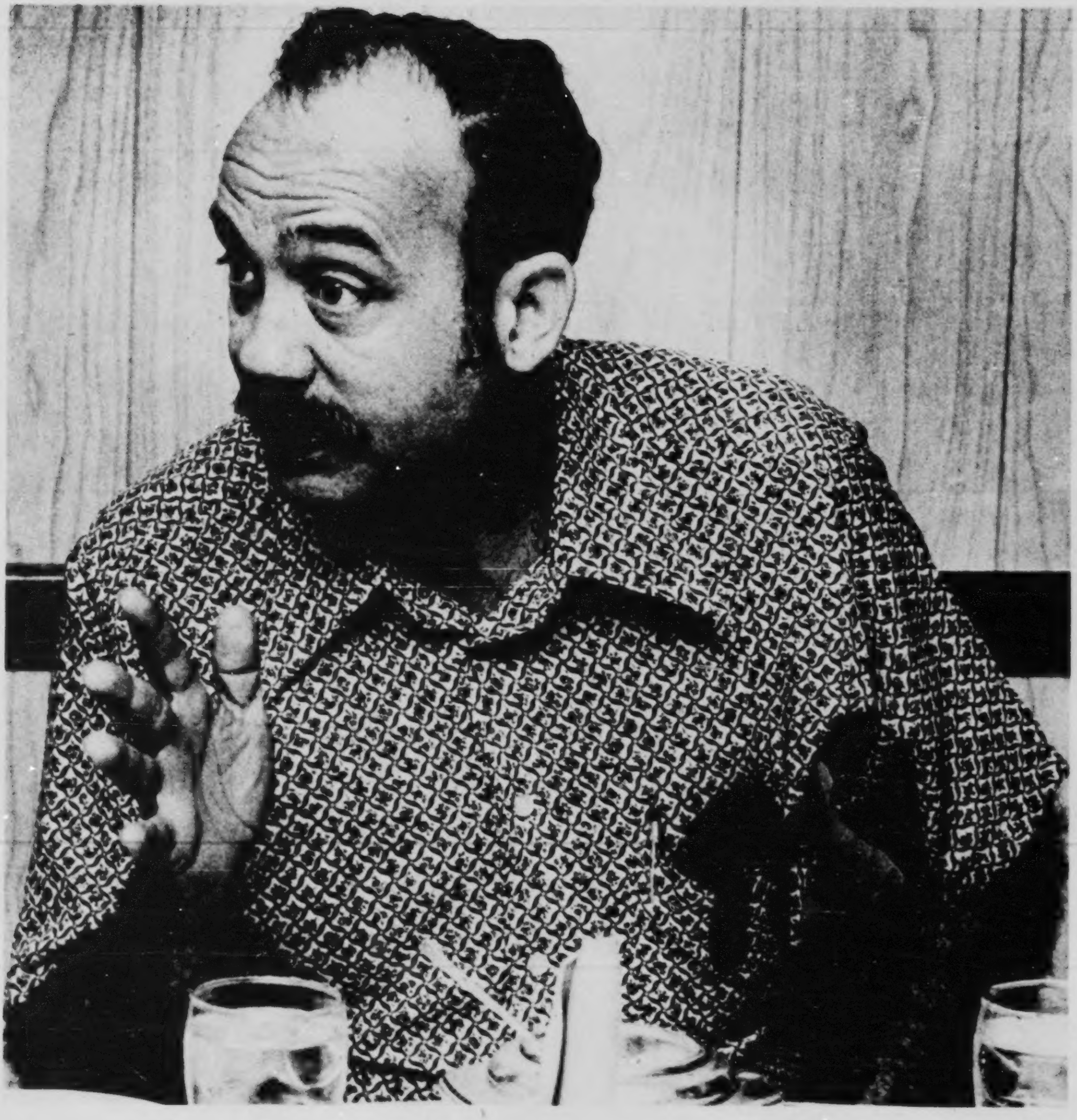

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Demonstration: Field Experience

The Three Phases of Teacher Corps

William L. Smith

To date, the Teacher Corps has gone through two phases; we are about to embark on a third phase. Phase I — our early years — concentrated on the production of additional and better-trained teachers for low-income populations. Phase II, which we are currently winding-down with Cycle XII Projects, has been primarily concerned with the melding of pre-service and in-service teacher training designs. Both of those phases were designed to meet specific needs for the development of educational personnel. During Phase I we addressed the need to provide a quality education to low-income and minority children who were previously unserved or under-served. We were also engaged — and were to a large degree successful — in developing innovations in teacher training and, to a lesser extent, disseminating those innovations. Finally during Phase I, we were addressing a teacher shortage and the special needs of urban schools in the 1960's.

As we moved into Phase II, things had changed. The need for new teachers had decreased; we reduced the number of Interns from upwards of thirty per project to four at each local site. The need to provide in-service teachers with new skills became apparent; we developed new in-service approaches and merged them with the pre-service effort, making use of the practices which had been most successful during Phase I. We felt we had been responsive to societal and educational changes — and we feel that we were successful in meeting new needs.

During Phase III, which will begin in 1978, the Teacher Corps will focus on long-term demonstrations of institutional development and change in both schools and institutions of higher education. Our specific program objectives for Phase III are as follows:

- Improving the learning climate in schools with large concentrations of children of low-income families.
- Improving training systems for educational personnel who are preparing to serve in — or are currently serving in — schools where there are high concentrations of children of low-income families.
- Institutionalizing improved learning climates and staff development systems for personnel in schools which serve the children of low-income families.
- Adapting and disseminating our improved learning climates and staff development systems for personnel in schools which serve the children of low-income families.
- Developing a national body of knowledge about what works and what does not work as we attempt to improve learning climates and staff development systems for personnel in schools which serve the children of low-income families.

William L. Smith is the Director of the Teacher Corps.

Demonstration and the Teacher Corps Research Adaptation Cluster

Lee Morris

Five Dimensions—Plus One

For the last few years, we in the Teacher Corps Research Adaptation Cluster have been concerned with demonstration of the work and results of the local projects which make up our cluster. We have identified five dimensions of demonstration — documentation, development, description, dissemination, and diffusion — and have emphasized the need for evaluation in each of those dimensions. In fact, none of those five dimensions can be accomplished without a systematic, thorough process of evaluation.

The Journal of Negative Findings

Those five dimensions and the attendant process of evaluaton require local Project Directors to be both courageous and honest — not only as they report their experiences to the outside world, but also as they face the realities of project operations and experience. One of the ways we have found to facilitate honesty and openness among ourselves as we talk about our local experience is to stress the fact that we do not "own" the products of our work. That is, as individual professionals, we do not have ownership in either our projects' successes or failures; while we may be satisfied or chagrined by those experiences, a failure is not the end of the world. Through such a philosophical stance, we have been able to maintain a fairly neutral, objective position. That is especially important to us as we compile both a journal of negative findings and a journal of positive findings.

While we do not have ownership in an innovation or other local project experience, we take extreme care to document project activities and findings. That involves describing conditions in such a way that all necessary information is provided to those who might wish to replicate a project on which the demonstrator is reporting.

Action Research

The projects in the research cluster are largely involved in examining a body of research which is of interest and relevance to the needs of the local project and then installing programs at the local level which grow out of that research. Those efforts grow directly from the research, and their designs depend upon the descriptions and data found in research. As local projects in our cluster work through that process, we are finding more and more that we are performing evaluative or action research, rather than policy research *per se*.

That is, research adaptation projects attach value to research effects or independent variables — they are desirable to us, while dependent or causal variables become the objects of deliberate, planned intervention. Thus, by changing the dependent or causal variable through a planned adaptation project, the probability of impacting upon the desirable effect variable is increased. Therefore, the work of the Research Adaptation Cluster is more in the evaluative or action research mode than in the formal or disciplined policy research mode. Because of that stance, the Research Adaptation Cluster has provided the Teacher Corps with some invaluable information about what works and what does not work in teacher training. Perhaps most important, we have provided information which enhances the decision-making process which administrators use when designing and modifying their programs.

Lee Morris is the Executive Secretary of the Teacher Corps Research Adaptation Cluster.

Honesty and Courage: Lessons for Demonstrators

G. Thomas Fox, Strand Coordinator

The several panels which made up one section of the Conference Demonstration Strand presented some of the lessons they had learned about the process of candidly and frankly portraying their own actions and their fortitude (or lack of it) in demonstrating their experience. Honesty and courage raise a natural difficulty when communicating what has been learned in a project setting.

Introduction

Honesty is meant to imply the necessity for candor and frankness: for expressing thoughts, feelings, intentions, and actions openly and freely. It involves emphasis on fairness in treating different points of view. Professional ethics require that demonstrators refrain as much as possible from deceit, deception, or professional delusion. As demonstrators, we often suggest that we know more than we actually know, that we had more control than we actually had, or that we had a smoother operation than we actually had.

It is sometimes very difficult to speak of what one actually does in full candor. For example, we often use nouns to hide what we do. If someone asks, "What did you do in your project?" we often answer with a professional term like "We did individualized instruction." If, however, one asked, "What did you *really* do?" our response would probably emphasize active verbs, our actions. Demonstration projects must continually ask and answer the question, "What did we *really* do?" They must do so with as much candor, frankness, and attention to detail as possible.

Courage recognizes the need for candor in a limited-term project setting. One dictionary describes "courageous" as "steadily encountering perils to which one may be keenly sensitive." Two features of courage are especially appropriate. The first is the recognition that there are no rewards for failure; documenting failure can also reduce the time spent on broadcasting success. The second feature of courage is the need for the firmness of mind necessary to perform essential operations. Once a particular project has been portrayed with candor and frankness, a certain amount of grit is necessary to carry on and to communicate to others in clear, unambiguous terms — knowing that there is no adequate defense for those who may use demonstration information to hurt the project.

Toward the end of elucidating the lessons learned by Teacher Corps demonstrators, the conference sessions on honesty and courage attempted to summarize the experience of demonstration efforts during the past year. Those lessons are listed below, along with the conference presentors who identified and discussed the lessons they had learned.

Contributions to a Journal of Negative Findings[1]

- It is relatively easy to be courageous and honest in demonstration when program staff members are in tenure-track positions.
- Honesty about failures can and will become a liability for a project in a politically unstable situation, since failures are easy targets for politically motivated educators and school board members.
- Demonstrations of honesty and courage are major factors in winning the confidence of classroom teachers.

The Teacher Corps Research Adaptation Cluster[2]

- A successful intervention does not offer a panacea to educators; it provides workable options to potential users.
- Project features which were less than successful need not be thought of as "failures" if they are documented and interpreted so as to help others avoid similar mistakes.
- Project features that *did* work should not be thought of as successes until they have been documented and described in a way which helps others see *why* they worked, *how* they worked, and how they can be used in other settings.

The National Diffusion Network[3]

- Courage is often necessary in demonstrating program features to others. Constantly seeking perfection can be counter-productive to demonstration efforts.
- Demonstrators must recognize their lack of experience in disseminating educational programs. They must admit the need for outside help, but not release their own responsibilities. Outside helpers should be those with a background in education, and those with whom demonstrators can work well.
- Demonstrators must be aware of the incredible number of learnings that will take place as they switch from one load of responsibilities to another. They must recognize the importance of a staff team effort, and delegate and develop staff roles.
- Demonstrators must document program development in order to help prevent adapters from repeating mistakes which were made during the initial developmental phase.
- Demonstrators must be willing to give potential adapters information on the costs of implementing the program. These include the adapter's real or hidden costs; out-of-pocket costs; costs to the educational community if innovation fails; and possibilities that might cause program costs to become prohibitive.
- Demonstrators must be candid in assessing their staffs' ability to carry out demonstration activities.
- Demonstrators must not make unrealistic promises to potential adapters.
- Demonstrators must not encourage a school district to adapt an innovation if that district is not ready to utilize the practice or product. Likewise, demonstrators must not encourage the school district to adopt a total practice if the district only needs a component part.
- Demonstrators must expect two characteristics from their best potential audiences: 1) strong administrative leadership; and 2) practitioner desire to take ownership of the demonstrated feature. These characteristics imply that candor and frankness will be appreciated and valued by these audiences. Furthermore, they greatly enhance the demonstrators' credibility.

The Ohio State Center for Vocational Education: Reflective Analysis[4]

- Curriculum workers create, refine, and embody in their products a vision of better learning experiences for students. The arts of curriculum design and craftsmanship reside largely in the habits of mind of curriculum workers, and these habits of mind often take years of experience to develop into proficiencies. We do not have the means of accumulating practical wisdom about curriculum development and we do not have the competency at present to do so. We lack a literature on curriculum practice which represents candid and frank accounts of what people do when they develop curriculum. At best, when we talk about curriculum development experiences, we present reconstructed logic and models which tend to exclude the complexities of actual practice and do not reveal the habits of mind of curriculum workers.

- When curriculum workers prepare accounts of events in a curriculum development project, they should try to capture the experience as it happened to them and as they understood it. Despite the risks of selective perception and distortion involved, our own experience, described with candor and frankness, is an indispensable source of knowledge about curriculum development.
- Honest descriptive accounts of what happened in curriculum development efforts should become part of our conversations. Conversations rich in anecdotal accounts allow us to see the process of development in its particulars, to compare experiences and perceptions, and to learn from each other.
- Retrospection can include both introspection and observation, but introspection is unique to this form of inquiry. It involves recalling one's own experiences, conversations, and thinking. Where one chooses to include both introspection and observation in a retrospective analysis, care must be given as to how these demonstration elements are combined.
- It takes a lot of time and effort to prepare an honest and forthright retrospective analysis which is rich in detail.
- Demonstrators can reveal difficulties, unresolved problems, and failures without conveying ineptness or incompetence. That can be done by placing emphasis on the strategies and tactics used in coping with difficulties.

The Participatory Research Network[5]

- Honesty is related to disclosing what we know about the work we are doing. It implies that there are one or more parties with whom we are sharing. It is important to remember that the knowledge or information which is disclosed has different uses for different interest groups or individuals.
- Making disclosures about our particular work may help or hinder that work. In terms of participatory research, disclosure of what we know may change the political and power relationship in which we are working. Community groups, for example, have learned many times that information acquired by surveys done on their locality can weaken or strengthen their ability to change local conditions. If such "needs assessment" takes issues away from the community and puts them in the hands of higher-level planners (educators, bureaucrats, entrepreneurs), honest disclosure will not likely have a beneficial effect if the community wishes to retain the information — and the issue — as its own.
- Insecure secretiveness is not the major issue in contemplating what to say to whom. For example, there may be situations in which a Teacher Corps worker must do more than just evaluate the implications of communicating with the various agencies, groups, and individuals in his/her setting. He or she must *also* decide when it is in the community's interest to withhold — or, at least be cautious about — his/her findings. Courage emerges when there are repercussions from sharing to which the worker is sensitive, but which the worker chooses to confront.
- Courage exists in terms of the educator/researcher's commitment to act in the interest of the community, and not in the interest of other forces. Honesty, as a tactical issue, is grounded in that commitment. The question of honesty is primarily a question of building local power.

The Urban/Rural Program[6]

- Candor and frankness will emerge only slowly, over time, as trusting relationships are built through mutual participation.
- One cannot expect that the use of standard political procedures will ensure the candid participation of normally disenfranchised community members or teachers.
- If candor and frankness are to occur, procedures to support and protect openness must be established early in council processes. In fact, one may expect that special training in interpersonal relationships may be needed before these procedures can be established and practiced by council members.
- Candor and frankness can be exercised by council members in critically analyzing problems and generating lessons learned toward the end of a project. The extent to which this can be expected during the life of a project depends very much on the relationships and procedures established early in the council.

Professors Working With Practitioners[7]

- From the outset, make it clear that there will be failure — and that individual "failures" are not necessarily negative.
- Admit to yourself and project participants when promises are broken.
- Have the honesty to accurately assess the competence of personnel — and the courage to make changes when necessary.
- Openly recognize that schools and universities have different goals, priorities, and operational procedures; recognize that a certain degree of conflict is inevitable.
- Recognize that people need extrinsic as well as intrinsic rewards to work on a sustained effort; build such rewards into your project.
- Have the courage to recognize that at times the project's personnel and resources are not adequate to accomplish the task at hand.

1. Bill Bruce, Ken Cole, Ronald Ellerston
2. Keith Acheson, Lou Carey, Greta Morine-Dershimer
3. John Emrich, Mary Alice Felleisen, Taylor Hall
4. Norman M. Singer, Joan Simon Jones
5. Budd Hall, Ted Jackson, Greg Conchelos
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7. Robert Nolan, Susan Roper

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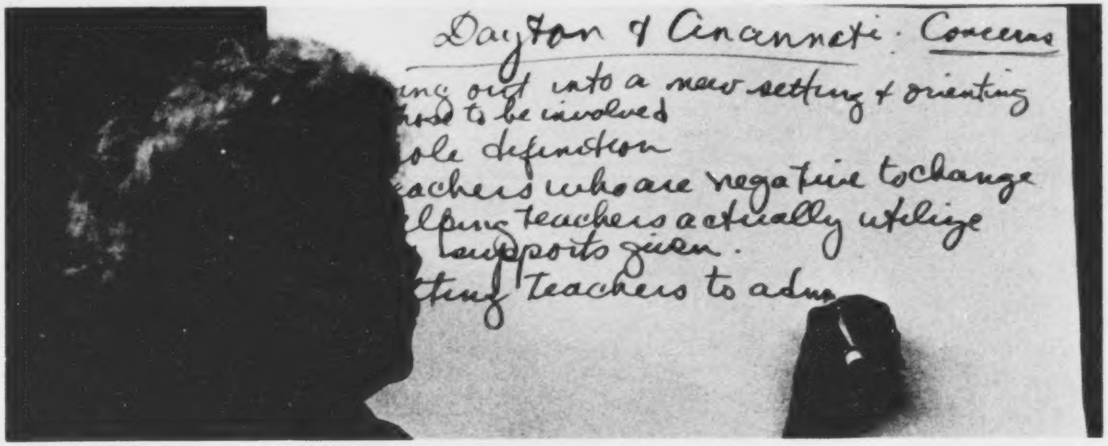
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Federally-Funded Demonstration Projects: A Survey

Cheryl Hayes

A Survey of Demonstration Projects

Over the past two years, I have been involved in a survey of some Federally-funded demonstration projects. The purpose of the survey was not to look at each project and then to say something like, "This is a 'good' project for the following reasons . . ." Neither was the survey concerned with determining the identity and causes of "bad" projects. Nor did the survey attempt to propose a set of revolutionary rules and regulations by which to dictate the use of Federally-sponsored demonstrations. Rather, the survey was intended to establish a rational framework within which Federal officials and practitioners could more clearly and effectively employ demonstrations to serve particular and well-defined policy needs.

One of the guiding principles of the survey was the fact that demonstrations — like any other Federally-funded project — do not operate in a vacuum. The conceptualization which grew out of the survey takes into account the fact that demonstrations are not linear, that activities in the field do not operate in a vacuum through which tasks and events move in a straight line, isolated from surrounding events and factors. From that point of view, the survey is intended to provide Federal policy-makers and practitioners with a way in which to look at the world and to formulate a set of guidelines for themselves which might improve the processes, the planning, the implementations, and the evaluation of future demonstration activities.

Findings

The findings of that survey lead to several generalizations which may be helpful to those in the Teacher Corps who currently are — or are about to become — involved in demonstration activities and projects. First, during the two years of the survey, I frequently said to those whose projects I was studying, "Given such-and-such a conceptualization, where would you say your project fits? What type of demonstration is it?" Most people stopped and thought, and scratched their heads, and finally said, "You know what? We're doing *all* of those things." Well, they were not; and the projects which *were* trying to demonstrate a whole plethora of things totally lacked focus. They were therefore incapable of demonstration activities. Without a clearly-defined purpose and set of activities, a project can offer very little in the way of tangible products.

Demonstration/Frustration

That first generalization — the first thing I learned during the survey — is offered from the perspective of a policy analyst, rather than from the perspective of a doer, a practitioner. Nonetheless, we have all observed that, in large part, a project which lacks focus or a clear sense of a desired project outcome causes frustrations. Such unfocused projects frustrate the expectations of those at the project level, of those at the Federal level, and of those in Congress. Members of Congress are often heard to say, "We're putting out all of this money, but what are we really getting in return?" Meanwhile, people in the field can see very, very little expansion or development of the ideas with which they work.

Nonetheless, the political context in which projects develop is entirely legitimate. It keeps those at the Federal level honest and it keeps the researchers from simply running with ideas that are interesting to them, but which have little viability or relevance in the real world. For that reason, the political (as well as the research and development) incentives that underlie demonstration projects are extremely important.

Important Demonstration Elements

Finally, what elements are the most important to conceptualizing and implementing demonstration projects? First, the planner or implementor should be very certain about the goals of the project. Equally important, project activities should be based on the concepts and goals which guided project planning — and, of course, those activities should be pursued within the context of a well-defined framework. If the project intends to evaluate a concept or is trying to generate data on the success of an idea when it is applied, the project should do those things. If the project is trying to promote an idea — if it is trying to show other local practitioners how to do something that has already been developed in the project — then the project should do that. But the two areas of activity should not be mixed — except when the planners or practitioners have a clear sense of how to measure the outcomes in both dimensions. That, based on my two years of study, is the best advice I can give to those who are involved in Federally-funded demonstration projects.

Cheryl Hayes is a Policy Analyst with the Steady Project on Social Research and Development of the National Academy of Sciences.

Focusing and Delineating: Lessons for Demonstrators

G. Thomas Fox, Strand Coordinator

The several panels which made up one section of the Conference Demonstration Strand presented some of the lessons they had learned about the process of collaboratively focusing and delineating one particular project feature for the purpose of demonstrating that feature.

Introduction

Focus and delineation as they relate to demonstration *indicate the necessity for selecting one particular feature of a project's experience for demonstrating to others.* Teacher Corps is a complex, highly ambitious, and dynamic enterprise. The guidelines, intentions, and activities of Teacher Corps make each project a growing, evolving entity in which there are many possible candidates for demonstration. To act as a demonstration project, it is necessary for a project to carefully select a particular feature which is worth sharing with others. The metaphors for the words "focus" and "delineation" come largely from photography. Using those metaphors, it is necessary for a project to highlight a particular feature of a complex scene, much like a photograph, with one section being identified for special attention.

Toward the end of elucidating the lessons learned by Teacher Corps demonstrators, the conference sessions on focusing and delineating attempted to summarize the experience of demonstration efforts during the past year. Those lessons are listed below, along with the conference presentors who identified and discussed the lessons they had learned.

Contributions to a Journal of Negative Findings[1]

- The collaborative and consensual identification of local needs is crucial when the focus of demonstration is on an in-service model which is built around field-based professors in a rural area. That is, demonstration problems may arise if, for example the impetus for change in an in-service model comes from the local community when a Teacher Corps project is university-initiated.
- An early and explicit understanding by all parties of the focus of demonstration can be equally crucial — especially in cases where a school district has an elected superintendent. It is also essential to establish an agreement among all parties concerning the nature of local needs and the political implications of meeting those needs.
- The involvement of too many school staffs (six schools in a rural area, for example) does not allow sufficient resources to be allocated to the pursuit of focused demonstration. In such cases, communication strategies become paramount and delineation is particularly difficult.
- A core group of highly motivated and hard-working individuals can have significant positive impact on demonstration efforts, despite the presence of major obstacles.

The Teacher Corps Research Adaptation Cluster[2]

- A Teacher Corps project has a greater possibility of generating demonstrable components than it has of producing an operation that is exportable in its entirety.
- The process of focusing and delineating a project feature requires the involvement of new actors; these may include district administrators, teacher organizations, and state departments of education.
- Stereotyped thinking about the roles of professors and teachers impedes progress in focusing and delineating a project feature for demonstration.
- Focus and delineation of a project feature must be undertaken with the consumer in mind. The ultimate audience, the potential user of the ideas to be presented, must be at the center of considerations which guide the choice of a particular project feature for demonstration.

The National Diffusion Network[3]

- The following are some important questions to answer when determining what is to be demonstrated: What are the core elements of the program? What feature of this program sets it apart from others; how can this unique feature best be demonstrated? What are the best means of presenting the program overview to others? What personnel are required to demonstrate this feature? How can this feature be most effectively carried out with different types of audiences?
- An outside review panel may be helpful in encouraging projects to focus upon and delineate a project feature for demonstration.
- Essential features of delineation include: a) the essence, spirit, and irreducible core of the project; b) the operational details; c) the targeted areas for the demonstration (e.g. central office, school board, resource/instructional staff); and d) the characteristics of schools or school systems which are potential adapters.
- The effective demonstrator must have: a) a thorough knowledge of the core of the program; b) a thorough knowledge of the evaluation process used to collect data on the demonstrated project feature; and c) the ability to be a keen observer of what is most important to potential users.
- Since the practitioner will play a major role in determining whether a feature is adapted (or adopted) at a potential site, it is important to consider practitioner needs in determining which project feature to emphasize.
- Even after a feature is focused upon, audiences may not immediately recognize the essence of that feature, especially during the initial contact phase.
- Materials will play a key role in helping an audience to identify the focus of a demonstration. Careful attention should thus be given to making demonstration materials as clear and concise as possible.
- Despite specificity in describing the feature to be shared, that feature will probably be "reinvented," changed, and altered as audiences apply demonstration findings to their own situations. The demonstration may act as a visible and operational referent against which interested professionals may plan their own strategies.

The Ohio State Center for Vocational Education: Reflective Analysis[4]

- Isolating particular aspects of a curriculum design project and subjecting these aspects to retrospective analysis by project staff can lead to valuable practical outcomes. This kind of activity can help demonstrators to develop their ability to describe practical experiences, to analyze experience privately, and to discuss those experiences publicly. Carefully focused and delineated retrospective analyses enable demonstrators to distill, store, and accumulate curriculum development wisdom.

- A retrospective analysis may take the form of a narrative focusing on some problematic episode in the project and showing the deliberations that lead to a solution. Detailing the particular problem and its solution may not be as important as conveying an understanding of the strategic thinking and tactics involved in the problem's solution.
- A retrospective analysis may take the form of a description delineating a problem and its solution, with a discussion of the solution's strengths and weaknesses. In such an analysis, the problem may be the most important aspect of the account.
- It can be very useful to select for retrospective analysis a phase of the project in which some canonical curricular task was addressed.
- A comprehensive retrospective analysis — an attempt to tell the whole story — is likely to be too arduous for the author and too ponderous for the reader.

The Participatory Research Network[5]

- Focus and delineation can be carried out both by the participants in a project and by others living in the situation being described.
- When focus and delineation are carried out by those living in the situation being described, the professional researcher becomes a facilitator in the delineating process. This is done through the process of a dialogue among equals.
- The most difficult task of the professional researcher is to relinquish control of the project's process as its participants increasingly take control.
- As participants take control of the project, the project feature focused upon for demonstration may change.
- A dynamic process of participant control and subsequent delineation of a project focus have been shown to occur in a variety of different cultural settings.
- The development of a project's focus and delineation changes constantly over time; that process is both dialectical and dynamic. In participatory research, the focus of a project seldom remains static.
- In focusing and delineating problems in a community setting, community people may call for action. A participatory research project can often encourage those involved to implement immediate, practical applications of findings as they emerge. However, there are conditions for action other than research findings; these include skills, sheer numbers of organized people, money, and political connections. If these are not present, premature action by participants can be more damaging than helpful.

The Urban/Rural Program[6]

- One must not expect a school-community council to be immediately able to determine a project feature for demonstration. This may develop slowly, over time.
- Community input will be slow at first, making it possible for school persons to dominate in focusing upon a project feature. Steps must be taken to provide ways for community members to comfortably help delineate a project feature early in the project.
- Participation in the process of focusing and delineating a project feature for demonstration will be extremely satisfying to both community members and teachers.
- The council process, once established, will in part determine not only how a project feature for demonstration will be chosen, but also perhaps *what* feature will be chosen.

Professors Working with Practitioners[7]

- Demonstrate those products and processes that may be of use and interest throughout the nation; aim for generalizability.
- Demonstrate those topics which are not presently adequately described for replication; aim to meet the need.
- Demonstrate those products or processes that are of greatest use to practitioners; aim for importance.
- Demonstrate in areas where the demonstrators had greatest competence; aim for competence.
- Demonstrate "how" as well as "what"; aim for both content and process.

G. Thomas Fox is a Project Associate of the Teacher Corps project at the University of Wisconsin/Madison.

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[1] Bill Bruce, Ken Cole, Ronald Ellerston
[2] Keith Acheson, Lou Carey, Greta Morine-Dershimer
[3] John Emrick, Mary Alice Felleisen, Taylor Hall
[4] Norman H. Singer, Joan Simon Jones
[5] Budd Hall, Ted Jackson, Greg Conchelos
[6] Robert Bush, Bruce Joyce, Buddy Reid, Willie Butler
[7] Robert Nolan, Susan Roper

Science Outreach Centers And Collaboration in Teacher Corps Projects

Herbert D. Thier

The Lawrence Hall of Science

Before describing the concept of Science Outreach Centers and the ways in which such centers might become an integral part of collaborative processes in Teacher Corps projects, let me briefly describe the Lawrence Hall of Science. The Hall was built in 1968, and is situated near the University of California at Berkeley campus; it is a research unit of that institution. The Hall has two programs, the first of which is a modest and somewhat remote museum which nonetheless draws upwards of 250,000 visitors each year. The second program in the Hall is a teacher training effort which places particular emphasis on developing science programs which can be implemented through Science Outreach Centers.

The Potential for Collaboration

Teacher Corps projects and the Lawrence Hall have some common goals and objectives — goals and objectives which can be served through the establishment of Science Outreach Centers in project schools. For example, the Teacher Corps regulations point to improving the climate in schools of low-income children; the Lawrence Hall, on the other hand, provides materials, strategies, and activities which facilitate such change. Because its approach centers on language development, direct experience, and the development of independent thinking and decision-making skills, the Hall helps children to see that they can control parts of their environment. Such understandings can then lead to improved school climate.

Further, collaboration between the Hall and Teacher Corps projects in Science Outreach Centers can help to improve educational personnel development systems, another of the Teacher Corps goals. In addition to providing a milieu in which pre-service and in-service teacher training can be integrated, the Science Outreach Centers offer a substantive approach to teacher improvement. Those centers also provide one way in which educational improvements in schools can be continued after Federal funding ends.

What Is a Science Outreach Center?

A Science Outreach Center is both a functioning science center and a visible demonstration center. The goals of a Science Outreach Center (SOC) are flexible. Specific objectives for each center should be determined by the school or project operating the center, for only then can a center personalize its activities to meet the needs of a particular area. For example, one center may use science materials to enhance social interaction; a second might use them as a means to stimulate language use and development; a third might consider logical thinking skills its highest priority; and still another could emphasize content/process science activities. Actually, most centers include a combination of such objectives, according to their local importance.

Ideally, a Science Outreach Center will be located in an empty room or part of a room in a school. It may also be located in a school district's instructional materials center. The Lawrence Hall materials to be used in the center could be stored conveniently around the room. The center of the room can be designed for a variety of uses, including activities such as teacher workshops in science and the use of SOC materials, student enrichment clubs, or special activity programs. Alternately, it can serve as a specialized classroom, an equipment/materials construction area, or a center for local research. In many instances, it can function as a mini-science-center which is open to the community after school. The community-use phase is of course dependent upon local attitudes, use, and regulations pertaining to the management of such a facility. Major emphasis during the first year of center operation would be placed on the cooperative adaptation and design of activities to meet local needs and interests.

Science Enrichment Activities

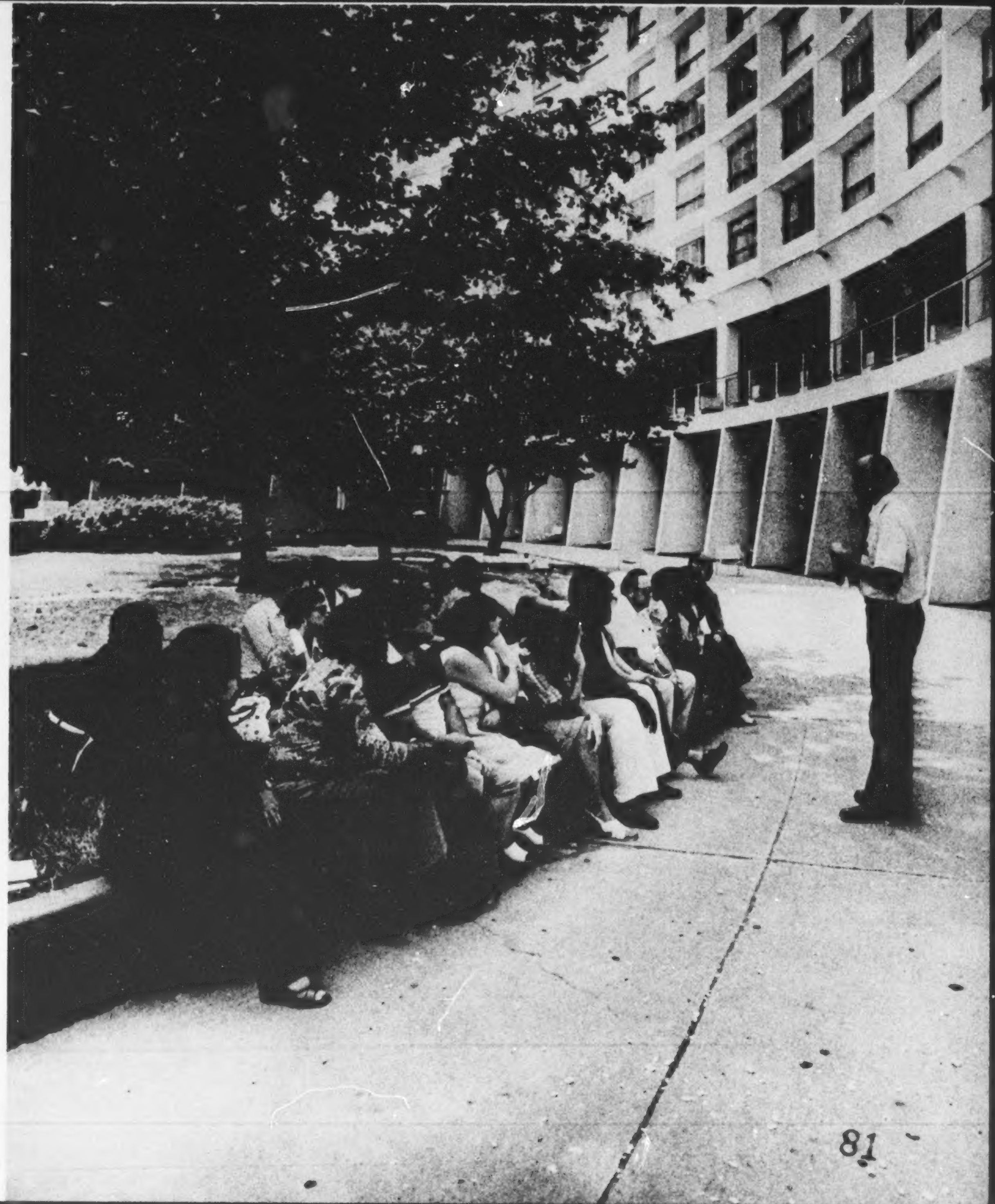
The Science Enrichment Activities (SEA) of the Lawrence Hall were developed to provide youngsters in grades five through nine with the opportunity to develop logical thinking skills through the use of personalized materials. SEA materials consist of instructions and both individual and collective equipment designed to be used by students, much as a book from a library would be used. Students visit the "library" and select an activity that interests them. Each activity is designed, moreover, with a challenge that has a high interest level; while solving the challenge, youngsters are led through experiences in a methodical way that teaches them both to identify and control variables effectively and to design and carry out experiments to solve problems. Science Enrichment Activities, furthermore, were designed to involve a minimum of leader assistance and have been used in a variety of settings with varying teacher-pupil ratios.

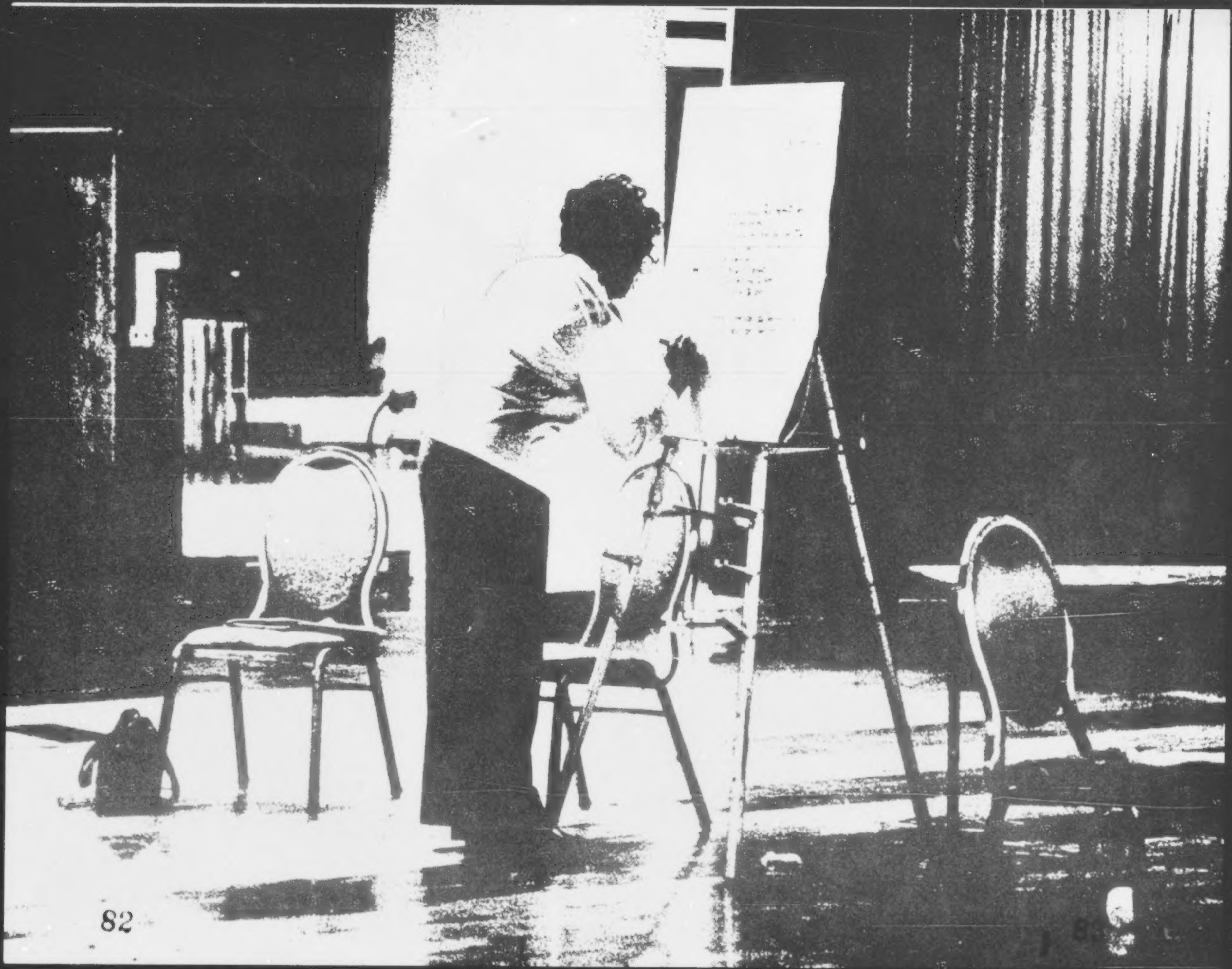
In addition to developing logical thinking skills for children, SEA materials have also proven beneficial in staff development programs. As a result of a program at Mills College in Oakland, California, pre-service teachers overcame much of their resistance to teaching activity-centered lessons and discovered that science was a subject they could teach successfully; many subsequently used the SEA model for individualizing instructional materials in language arts and mathematics programs. As a result of experience with SEA materials, children have been found to be more capable in organizing information and sharing it with other students, thus utilizing their science experiences as a basis for further developing their ability to communicate effectively.

Conclusion

This conference session was designed to familiarize Teacher Corps conference participants with a collaborative, hands-on approach to teaching interdisciplinary subject matter. By the same token, the description of Lawrence programs has intended to suggest ways in which Science Outreach Centers have the potential to establish collaborative relationships, not only between the Hall and local projects, but also between the various interest groups which are involved in Teacher Corps projects. For example, at the school level, the Lawrence programs provide opportunities for science and language arts teachers to work together in the development of their students' skills. In a larger context, the centers provide an opportunity for community members and parents to become involved in children's learning. Such involvement might be at any number of levels — whether through involving community residents as guides for Outdoor Biology activities or as tutors in the center — or in any number of other capacities. The point of this presentation, then, is simply this: the programs described here provide many opportunities for collaboration within a local Teacher Corps project; those opportunities are virtually unlimited.

Herbert Thier is the Associate Director of the Lawrence Hall of Science.





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In-Service Education: Obstacles and Accomplishments

Effective In-Service Teacher Education Programs

Herbert Hite

The New Interest in In-Service

I would like to discuss two topics related to in-service education. The first is the state-of-the art of in-service education and its relationship to pre-service education. Second, I would like to consider the special problems which are faced by Teacher Corps projects in dealing with in-service education. Let us begin by acknowledging the recent heightened interest in in-service education.

The Concerns

Nearly all educators lately seem more interested in in-service education than they have ever been before. Institutions of higher education recently have had a greater role, a greater stake, a greater interest, in in-service. In part, that interest results from declining demands for pre-service training. Just seven or eight years ago, my own institution graduated 1,100 beginning teachers with Bachelors' Degrees annually. That was our peak. Today we graduate about 450.

Further, our state is one of 14 which require a fifth year of study and experience for a second career-level certification. Nearly 80 percent of all teachers in the state of Washington already hold that certificate. Given those two statistics, in-service programs can mean survival for an institution of higher education. The situation is not exactly the same in every institution around the country, but the trend is there, and in-service education is suddenly very high on the priority list of colleges. In-service used to be done on extra time, but it is now part of the regular institutional commitment at an increasing number of colleges and universities.

LEA Concerns

What about local education agencies? The continuing development of practicing teachers has always been a priority for LEA's. It now has an increased priority, however, because today more teachers are on the job over longer periods than ever before. School faculties used to turn over rapidly, but they are now relatively stable; the continuing improvement of education in schools thus rests pretty much on upgrading the knowledge and skills of faculty members who are already in the school. The local district thus sees in-service education as a way to improve the education being offered in its schools.

Teacher Organization Concerns

For the teacher organization, in-service education may mean power; it offers teachers more opportunity — through control of in-service education — to control the conditions of their own career development, as well as other factors surrounding their work. Negotiations between teachers' associations and school boards are increasingly concerned with improved in-service education. That is a factor for negotiation, and it does indicate an increased organizational concern for such training programs.

SEA Concerns

In-service education also has increased importance to the state education agency. The state's role has traditionally been to control the quality of teachers by setting minimum standards for certification. Fewer new teachers are now being certified, however, since pre-service enrollments are declining and those now teaching are already certified. In order to control the quality of education at the state level, state agencies must now participate in controlling the requirements and standards for in-service education.

In-Service/Pre-Service Education: Contradictions

For these and many other reasons, in-service education is suddenly more important to more people than it ever has been before. But there are also some problems. The first of those problems is the fact that most of our current knowledge about the education of teachers has been gleaned from experience with pre-service education. That is a problem because pre-service education is not really a good model for in-service education. Pre-service education is systematic and relatively uniform. You will find certain common elements in pre-service programs throughout the nation. Generally speaking, those elements include foundations in psychology and learning, history and social factors that affect education, methods of teaching, and student teaching. Those elements are present in all pre-service programs.

In-service education, on the other hand, is different in almost every place it occurs. There are no accurate generalizations about in-service education programs. There are no standard elements. Beyond the content dissimilarity between in-service and pre-service, it is pretty clear that the institution of higher education owns the pre-service program for teachers. The IHE controls the sequence of activities and the program requirements. The ownership of in-service programs, on the other hand, is disputed — or at least different in different places. In most places, it belongs to the school board. In some places, it belongs to the teacher organization. In a few places it belongs to the institution of higher education. That difference between in- and pre-service programs is important to Teacher Corps projects, since we are expected to combine the pre-service preparation of Interns with an in-service program for experienced teachers. Those two tasks are fundamentally different.

Toward A Definition . . . ?

Pre-service education has its own body of tradition, but we have not even been able to agree on a definition of in-service education. Definitions of in-service education vary tremendously; to the Teacher Corps, in-service education means working with experienced teachers to resolve the critical problems of kids from low-income backgrounds. In-service training is thus focused on the needs of pupils. Teacher interests, on the other hand, say that in-service education programs should be determined by teachers through a board of advisors which is elected by teachers and dominated by teachers according to those interests; teachers' needs and wishes define the program.

Our state has new guidelines that define the model for the career development of teachers as "improvement of skill in certain generic teaching competencies." Thus, in our state, in-service education is the career-long education of teachers in identified competency areas. In other places, in-service training may consist only of three days' worth of institutes each year. Likewise, our colleagues in some colleges still think of in-service in terms of continuing education courses in the evening and on Saturdays. I would hope it is more than that.

Everyone seems to have agreed to disagree on the definition of in-service training. As a matter of fact, the continuing education of teachers cannot be

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generalized. It may be — and probably should be — peculiar to each local site, if teachers' local training needs are to be met.

Collaboration: A Key to Effectiveness

Now let us turn to the characteristics of effective in-service programs. First, collaboration, especially with teachers, is necessary for effective programs. The people who are to be trained or educated must be part of the planning process. If they are not invited to collaborate, the program is not effective. The dictionary's first definition of collaboration is "cooperation with the enemy." I believe that is what collaboration is all about.

Specific, Limited Objectives

Second, the objectives of an effective in-service education program are very specific and limited. Clearly-stated objectives related to increased knowledge and the acquisition of specific skills seem more realistic for in-service programs than broader goals related to changing the attitudes of teachers.

Alternatives For Teachers

Third, a good program provides alternatives for teachers. There is no single best way to proceed from general planning to individual growth. There must be different ways for teachers to arrive at program goals.

Adequate Resources

Fourth, resources have to be adequate if the program is to be successful. It seems obvious that resources are required to run a program, but effective in-service education requires one particular resource which is vital to program success. That resource is time, the time required for the teacher to participate in the program. If that resource is not available, the program usually does not go anywhere.

Rewards

Fifth, teachers engaged in in-service programs must be rewarded by the program; there has to be something in it for everyone involved. In addition to a reward for teachers, the sponsoring institution also needs a payoff.

Systematic Evaluation

Sixth, effective programs require systematic evaluation. Most in-service programs, writers agree, are not evaluated at all. Evaluation is essential, however, as a basis on which to modify the next in-service program.

Those are the six elements that seem to be essential to effective in-service programs. These elements are really not very limiting. There are a great many different kinds of programs that embody those six characteristics. The whole notion of some common approach to in-service programs is unrealistic. Effective program design seems to depend on the values and needs of local teachers and developers. The program that develops from the local definition of in-service, from local values, and from local needs, is consistent with the local agenda. There are, then, many ways to achieve local goals.

Persistent Problems: Needs Assessment

In spite of that diversity, there are certain common problems that persist among all of those who are experimenting and innovating with in-service education right now. The first of those is the problem of needs assessment. Every in-service effort I am aware of in the Teacher Corps has a needs assessment. And every program I am aware of in the Teacher Corps is unhappy with its needs assessment. They think it is really not a needs assessment, and usually do it over the second year. In our project, we redo our needs assessment about every month. Usually the needs assessment does not determine needs at all; it simply identifies wants. It tells us what teachers want — and that may or may not be exactly what is needed.

Thus, one very persistent problem in the operation of in-service programs is the need to find a way to identify needs, rather than wants. We need to be able to determine the answers to questions like, What are the real needs of kids? What are the aspirations of kids' parents for them? What are teachers' perceptions about their skills and ability to help children and their parents realize those goals? Does that sound simple? It shouldn't!

Incentives

The second major and persistent problem for in-service programs is the problem of incentives. Historically and traditionally, the incentive for teachers has been money. That incentive has been offered in different ways. When teachers get more in-service credits, they rise on the salary scale. They do not seek the credit because they want the credit; they seek the credit because they want the salary. Essentially, most of the traditional incentives offered to teachers are related to their salaries.

Time has also been used as an incentive, although less frequently. In exchange for their participation in in-service programs, teachers have in the past been given discretionary time, which they can use as they wish. That does not always work because the majority of teachers do not want released time. They do not want a substitute to mishandle their class. The traditional incentives of time and money no longer apply to very many teachers. Large numbers of teachers have reached the top of the salary scale, and are no longer interested in credit. Incentives, then, continue to be a problem.

Resources

A third persistent problem with in-service education is the problem of resources. There are usually insufficient local resources to support in-service, and most programs are starved for money. The Teacher Corps sometimes supplies that money. That is helpful, but Teacher Corps money is really of no great use if there is no way to continue the program once the Teacher Corps project ends. There is usually no built-in line item in the local or state budget for in-service education, so the program disappears when outside funds expire.

Training The Trainers

Another major problem with in-service efforts is us: the teachers of teachers. The people who prepare teachers need to update their training, just like teachers. There is really no system to train us; we have no motivation to let ourselves be trained. I am very uncomfortable with the idea of being retrained. Who is going to do that to me? Most of my colleagues feel that way, too. We do not have any models for retraining trainers; we do not have ways and means. Yet, if there is going to be any significant impact on in-service education by the teachers of teachers — whether they are other teachers, or college persons, or school persons —

those teachers of teachers need retraining. The new rules of the game dictate that. Those new rules most noticeably involve collaboration — cooperation with the enemy, if you will. Working in collaboration *with* the client is much different from how we have worked in the past.

Managing Field-Centered Education

Another persistent problem for in-service efforts is the management of field-centered education. This is clearly more complex than the management of pre-service education. If colleges are going to be involved, for example, most state institutions depend upon the generation of credit, which is translated as money from the state to support the program and the institution. Now, since in-service education is interpreted as the meeting of needs, we are finding that the courses that generate credit are not applicable to most in-service education needs. The whole management system built around courses is thus really not very applicable to in-service education, as far as colleges are concerned.

Evaluation

Another persistent problem is the evaluation of in-service education. As I have pointed out, evaluation in practice has been very limited. Evaluation is, of course, very necessary — but it is also a very complex problem. It requires first identifying what is to be evaluated on a long-term basis. Evaluation is a persistent problem for all in-service programs, whether or not they are related to the Teacher Corps.

Unique Teacher Corps Problems: Integrating Pre-Service and In-Service

There is another set of problems that Teacher Corps projects must face in addition to the persistent problems I have been discussing. First among those problems is the fact that Teacher Corps projects are expected to integrate Intern training with an in-service program which is designed to solve problems of local pupils. Those two problems are inconsistent. The education of a beginning teacher is designed to provide that teacher with entry-level skills which are generalizable to a multitude of situations throughout the nation. On the other hand, an in-service program, especially for the Teacher Corps, is concerned with rather specific local needs of teachers, children, and their parents. In-service goals are idiosyncratic to a given site at a given time. They are different from one year to the next. The goals of a pre-service program, however, tend to be continuous over a period of time. That situation can create very real conflicts.

The preparation of pre-service Interns and the in-service education of experienced teachers are aimed at different goals and require different kinds of management and resources. That is a real problem for the Teacher Corps. The Teacher Corps project must be directed to the entire school faculty. Of course, the teachers in that school do not all share the same concerns, and the problem of finding mutual concerns can be very time-consuming.

High-Risk Schools

Another unique Teacher Corps problem is the fact that, by legislative mandate, projects deal with schools with a high percentage of low-income children. Research confirms that these are high-risk schools for successful in-service programs. Those are the schools where test scores are low; compensatory education has not been overly successful in such schools. Thus, the Teacher Corps undertakes all the problems of in-service education everywhere — and attacks those problems only in high-risk situations. But we must learn to live with failure and to make the most of it.

Demonstration

Another unique aspect of the Teacher Corps is the demonstration requirement. We do not all yet understand what a demonstration is, but it is clear that someone outside of the local site must be able to learn from our experience. We must document our failures and successes. We must persuade people that our experience can offer them insights as they undertake their own in-service education programs. We must also strive for institutionalization. It is one thing to innovate, but it is something else to take the results of innovation and to persuade other people that the innovation is worth adopting. That is my most critical problem as a Teacher Corps Project Director. Institutional adoption of an in-service program is, of course, extremely difficult and complex, given the problems I have been describing.

Community Involvement

Finally, we add just one more ingredient to the Teacher Corps cake — an ingredient which makes the recipe a bit difficult, but the product more tasty. That ingredient is the community. I do not need to go into the many great success stories of community involvement in the Teacher Corps. Community involvement in the retraining of teachers involves collaboration again. There must be collaboration to determine the in-service goals; there must be equal involvement of the institution, the education association, the local school district, *and* the community.

Summary

I have attempted to elucidate some of the problems which we encounter in in-service education. My clearest message has been: we have a problem, a difficult problem. The other side of the story is that most of the innovation in in-service teacher education in the United States today is going on in Teacher Corps projects. For better or for worse, we are the model for in-service education. Clearly, we have a long way to go — but we have come a long way, too.

Herbert Hite is the Director of the Teacher Corps project at Western Washington University.

A Fishbowl Interaction: In-Service Illuminated

Participant Viewpoints

"In the past, most staff development has been done in the absence of elementary and secondary students, the consumers of the in-service 'product.' In the absence of students, in-service teachers are trained in theories, rather than practices. That approach does not work. I would propose that in-service programs to some extent be built upon practical settings where the students, the consumers, are. That would mean that the university professor would have to spend some time in the classroom with the teacher and with students. We teachers need practical in-service training. IHE personnel need to get out into the schools and to work there. It is silly for professors to tell a teacher how to handle classroom management when they have not seen that teacher's classroom. Trainers need to go into the real world of the classroom to see what will work. Working *with* the teacher in the classroom is a big part of that task."

"We trainers are trying to do more and more close work with the teacher in the classroom, where we can tie theory to practice. However, every parent and every teacher should recognize — and many do — that not all areas of training are best done in the classroom. The development of curriculum and evaluation skills, for example, is not done best in the classroom."

"I recently participated in a Ford Foundation study of staff development. The teachers interviewed for that study consistently said that the person who conducts the staff development activity has to have credibility. By credibility, they meant that in-service trainers should have been in the classroom recently."

"I believe that teachers know best what should happen in an in-service program. I think that the design and content of an in-service program should be teacher-oriented and teacher-organized, and I think teachers should have a major say in it. Someone here said that teachers participate simply because they are getting credits or money, and that's often true. However, I have found that if teachers think something is of value, they will participate, and they will be happy."

"I can envision an in-service planning committee composed of a majority of teachers, but with school district representatives who know and understand district needs. That committee should not be lopsided, with only teachers saying what the schools need, or what teachers need. The committee also ought to deal with district needs. It ought to be a joint venture, rather than dominated by one group. In-service programs certainly will not work if one vested interest decides that it is the only one that knows what teachers need."

"There has never before been an opportunity to impact the public schools of America like that which exists right now. That is because, for the first time in years and years, we have more or less permanent school facilities. With a lower rate of teacher turnover, schools have continuity, and for the first time we probably can make an impact."

"As an Intern, I find it very discouraging to see teachers participate in in-service activities only for increment credit or money. It is also discouraging when teachers — and sometimes Interns — agree with the instructor in the classroom, but later say, 'I'm not going to try that in my classroom; it won't work. He doesn't know what he's talking about; he hasn't been in the classroom for too long — he spends all his time at the university.' "

"Over the past ten years, three groups of people have been considered prime candidates for compensatory retraining: teachers, parents, and students. Those three groups have the least say about what happens in the school. No one yet has talked about retraining those who are supposed to be doing the retraining; no one yet has talked about reorganizing the structure of the school in a way that provides these three groups with more collaborative power over what happens in the school. I would suggest that the most effective approach to in-service is one which reorganizes the school structure, first, so that it is more responsive to the needs of teachers, parents, and students and, second, so that it provides those groups with more power and more professional respectability in that situation."

TEACHER CORPS

"I am Arnold Gallegos, and I represent an institution of higher education. I am concerned with some fairly broad issues; let me begin by reviewing some facts. NIE recently reported that, looking back at the needs assessments conducted with teachers over the last 25 years, teachers have traditionally said that their two major needs have been in the areas of reading and discipline. That does not change very much. There are those of us who question the reality of that needs assessment data. For example, when teachers tell us they need more help in teaching reading, we often notice that they have previously had a lot of different types of reading training. When we observe them in the classroom, we see that they do not really need reading help, but training in humanistic-motivational skills. I believe we need not just a single-level needs assessment procedure for in-service programs, but multi-level needs assessment procedures.

"Another fact: 90 percent of the curriculum in our schools is now determined by publishing houses. Who is kidding whom about that one? It doesn't matter who is in charge of in-service programs, or how we do it; the publishing houses have pretty well taken over what goes on in our schools.

"Related to that fact is the belief held by many educators and non-educators, that nothing we do with teachers in in-service education will have a significant impact on our schools. The environment outside of the schools, they suggest, is becoming far more critical to learning and growth than the schools themselves. By and large, however, I feel that there is a very important role for institutions of higher education to play in in-service training — and I do believe we can make a difference."

"I am Betty Dillon, a director of staff development for a public school district. I come to you not so much with issues as with feelings, feelings that I live with every day of my life. I have had the opportunity to initiate an in-service program in a school district which has most of the elements of a positive climate for staff development: it has a superintendent who is very supportive of the notion; we have a very decentralized district, where principals work closely with their staffs; and I have a big budget.

"My concern today, as it is every day, is that all I have is too little, and too late. I think we have a lot of catching up to do if we are going to make an impact on teachers and children through in-service efforts. We have to begin now; we should have begun years ago. We have to run like hell to catch up. I hope we have the capability to do it; it is going to take the absolute dedication of everybody involved in in-service programs if they are going to make any difference."

"I am Antonia Cortese, and I am a teacher. Teachers have probably been the most put-upon people, in terms of in-service education. We have had it mandated on us and it has been dictated for us by people from outside the school. The teachers I represent would like to see in-service integrated into the teacher's regular program and become a part of the instructional design. That kind of in-service education is very much job-related; it results in the acquisition of skills which are directly related to instruction.

"That, of course, bring us to another issue: How do you mandate training for an individual? You do not mandate. That word contradicts anything that in-service education was ever supposed to mean. If in-service programs are developed in a non-threatening atmosphere, if they do not mean taking courses on a Saturday, or at night, teachers will be motivated to participate. Mandated training certainly runs counter to any kind of professional development."

"I am James Solomon, a school board member and a parent. I would like to share some notions which I have about in-service education. I think that one emphasis of in-service education activities should be on ways for teachers to help generate more public confidence and support for public education. Public funds are tight. They are going to get tighter, and we are not going to be able to address our problems without money. Parents vote, and they decide where the money is going to go. Somehow we are going to have to involve ourselves in developing more public confidence and support for public education. Voters are going to have to realize that money is needed for public education, just as it is needed for a clean water system or a fire department."

"My name is Bill Phillips, and I am with a state department of education. From my perspective, it seems that, if in-service programs are to be accepted and effective, they must first be needed. It is said that you can lead a horse to water, but you can't make him drink. But you *can* make that horse drink if you create a thirst. A thirst for in-service training can be created in a number of ways. We have to consider incentives, of course; but we must also conduct needs assessments that are learner-centered, and we must design programs that are teacher-centered."

"My name is Kenny Lee and I am a Teacher Corps Intern. My experiences thus far in pre-service education have consisted of a variety of methods and classroom management courses. We are in the process of integrating Intern training needs with the needs of teachers, and, in several instances, the training of Interns has been combined with workshops and courses to meet the needs of the teachers.

"My particular concern is with the relevance and applicability of the training of teachers today. What I seek from my classes and workshops is material which is pertinent to the students at my school. Unfortunately, not all of the ideas printed in textbooks and journals can be universally applied. It is my hope that teacher trainers can adapt and build on such materials to meet the needs of particular school populations."

We in teacher education are facing trying times. As the enrollment of children in our classrooms has declined, so has the need for new teachers. Of course, the need for enhancing the skills of teachers now in the classroom remains, as does the need for new teachers in some areas — particularly bilingual teachers, teachers of low-income children, and teachers who are equipped to address the needs of children with learning and behaviorial problems in the regular classroom. Nonetheless, we must face the reality of a teacher surplus which in turn forces us to justify our teacher education strategies. Such justification can only be accomplished by providing accurate descriptions of the reality of the classroom and of the teacher preparation programs which we attempt to mount.

With those factors and needs in mind, it is especially important to think of the Teacher Corps as a demonstration program. Our purpose should be to provide models of teacher education which emanate from our experience and which are relevant to a wide variety of needs, settings, and institutions. The Teacher Corps began as a program with a social commitment to improving the schools and to bringing new, young, and committed people into those schools. We began by trying to deal with the issues of both quality and quantity. However, as the teacher surplus has made painfully evident, it is important to recognize that the teachers currently in the schools are the very teachers who will be in their classrooms for the next ten, twenty, or thirty years.

The question thus became one of potential obsolescence: Are the teachers now in classrooms able to cope with the vast body of new knowledge which impacts on learning in the classroom? Aside from the matter of cognitive information, in-service teachers must be able to cope with recent social and affective changes which impact on the attitudes of children. New strategies, then, must get at the root of new problems and factors. Our task has been magnified tenfold over the past few years; it is, however, a task which must be accomplished. It is incumbent upon us to meet today's needs.

—William L. Smith
Director, Teacher Corps

Teachers have tremendous resources which they can use to teach each other. In-service education need not be something that is done to teachers. Teachers are capable of teaching other teachers — and, I submit, to teach those from the university. I also believe that nobody ever seems to talk about what administrators need. We ought to look at those needs. Someone earlier said that the principals in her district act as staff developers. I would ask, "Who develops the principals?"

As to effective in-service programs, I think that communication is a key element in their planning and operation. In order to communicate, the in-service component has to look at job-related problems. The University of Georgia, for example, has been working with the Atlanta Teacher Corps project to develop an in-service program in which the teachers themselves ask for specific kinds of help. The teachers were able to get university credit for their work, if they desired; they worked on the problem they identified for as long as they chose to, and then dropped out. They could get credit for theoretical work, for working on a practical problem, for developing skills in management or diagnostic procedures — or for anything that concerned them. The parents also became a vital part of the in-service program as they developed their own skills and provided a support system for those of us who teach.

In part, teachers are criticized because we have not developed adequate communication skills. Adequate interaction skills would help us to inform parents of what we are trying to do. Such skills would also help us realize that one of the prime ingredients of our in-service program is the effort which we spend to help teachers recognize their own worth as human beings, to diagnose their own capabilities, to recognize that it is all right to say, "Hey, I need help."

—Anonymous Participant

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Issues and Insights

The Teacher Corps and Cost Effectiveness

Theodore Andrews and John Williams

Over the past year, the Teacher Corps has been conducting a study of the cost-effectiveness of several of its projects. During the National Conference, two of the people involved in that study sat down to talk about the implications of their work.

QUESTION: We are currently facing an era of falling enrollments, increasing numbers of available teachers, and a fiscally conservative White House. What has been the response of the Teacher Corps to that situation?

THEODORE ANDREWS: I think the Teacher Corps response has been healthy and appropriate. They funded a small study early in 1977. The problem, as stated, was: "We need to know how much we are spending on our 122 local projects. We need to know how much each project costs, and we need to know how much the various elements of local projects cost." The Teacher Corps also wanted to know how much it costs, for example, to mount a collaborative program which brings people together from various backgrounds to plan, implement, and evaluate a project. Our response to that need was to identify three representative Teacher Corps projects and to ask the directors of those projects to help us find some answers.

QUESTION: What are you finding? Does the Teacher Corps deliver the most services possible for the funds expended?

ANDREWS: We are not yet able to answer that question. However, for the first time ever, our report will enable the Teacher Corps to identify just what *is* delivered — what the Corps is getting for its dollars. Without that preliminary information, no one could ever tell how cost effective the program is. So far, our major task has been the identification of the actual cost factors of a project.

JOHN WILLIAMS: I agree. It is very difficult to put a cost-effective formula on an educational venture. Some people feel that education is a debt which the wage-earning society owes to the next generation. It is not a simple matter to calculate that debt and the degree of effectiveness of programs which respond to that obligation. That sort of cost effectiveness cannot be measured in the same way that industry, for example, measures its production quotients. Furthermore, the Teacher Corps attempts to generate innovation and change; educational change is much more expensive than maintenance of a normal educational program. Innovation of the order which the Teacher Corps attempts is difficult — and costly. But it is certainly worth the Teacher Corps investment to promote the kinds of change and innovation which local projects are producing.

QUESTION: Are you saying that the Teacher Corps is buying educational change rather than the education of teachers?

WILLIAMS: No. The first mission of the Teacher Corps is, of course, to educate teachers. But teachers frequently move from one school to another; when they move on, it is our hope that they take along what they have learned from the Teacher Corps involvement. A second facet of the Teacher Corps is institutional change — change which will continue after the Teacher Corps money has gone. In that way, the Teacher Corps effect carries over within the institution — it is a lasting impact. With that in mind, it makes imminent good sense for the Teacher Corps to evolve the way it has into the five-year program which will begin in 1978.

QUESTION: Can you measure such institutional change?

WILLIAMS: In part. We now know how much is being spent on what local projects identify as institutional change. That is very important. Until now, the Teacher Corps — and, as far as I know, no government agency — has not known the level of fiscal commitment which it has devoted to such changes within its total budget. With that information, it will now be possible to determine how much change has actually taken place and then to compare that change with the fiscal resources which were necessary to produce it. We may well find that different kinds and degrees of change require different levels of expenditures. That will be important for the Teacher Corps as it attempts to determine the appropriate allocation of resources according to programmatic priorities.

Theodore Andrews is a Director of the Andrews-Bryant Concern for Educational Development.

John Williams is the Executive Secretary of the California Teacher Corps Network and a former Teacher Corps Project Director.

Mobile America: Dimensions of Migrancy

Albert Zapanta

Our Need to be Restless

We are a restless nation. There are many dimensions of our need to be mobile — rootless, really. First, personal isolation is becoming a major social fact of our time. A great many people are disturbed by feelings of rootlessness or increasing anonymity; they feel that they are living in a continually changing environment where there is little sense of community. The phrase "home town" may well fade from our language in this century; already half of all American heads of families live more than 100 miles from where they were born. One in five lives more than 1,000 miles from his or her birthplace.

As rootless people, we are increasingly becoming metropolitan types, without ties or commitments to long-time friends and neighbors. There is normally a certain tension between an individual's yearning for freedom and the community's need for cooperation and rules. But the individual needs a sense of community in order to shape a personal sense of identity, self-esteem, and well being. The challenge is to achieve a congenial balance between the individual's yearning for freedom and the concurrent, urgent need for community and continuity.

Why A Mobile America?

It is well worth educators' time to find ways to slow down the accelerating social fragmentation inherent in our mobility. Toward that end, let us consider the causes and types of uprooting which we experience in the United States. First, there is the uprooting of people who move again and again to new and strange locations. Although there are often benefits and only moderate mobility associated with family moves, continual repeated mobility is another matter. This is especially unsettling when there is an element of personal compulsion in the moves. Business and government personnel transfers are also especially disconcerting.

Second, there is the uprooting that occurs when communities undergo upheaval. In the recent past, this was caused partly by the acceleration in population growth after World War Two. Other factors in such upheavals are the disruption created when airline flight paths cut through populous areas; when urban renewal is undertaken; when industrial plants move; when ethnic groups compete for urban living space; when urban families leave cities (or expand their boundaries) in search of cleaner air, some greenery, and, hopefully, less crime.

Psychological Nomads

In the midst of such turbulence, suburban areas that were created only 15 or 20 years ago are already obsolete. In such an environment, even the millions of Americans who do not move become nomads — psychological nomads. They stay in one place, but the turnover of people around them is so great that they no longer enjoy a sense of place. They have few close ties with friends, kinfolk, or community.

A third dimension of our mobility is the sense of uprooting which can occur even when neighbors remain. As increasing numbers of people live in multiple dwelling units, neighbors frequently live side-by-side in anonymity. Inhabitants in such buildings — even people who ordinarily subdivide into small-group affiliations — tend to become coldly impersonal and weary. We even find smaller cities where people live in their own homes, on tree-lined streets, but remain strangers to their neighbors.

The Fragmentation of the Family

Finally, the accelerating fragmentation of our basic social unit — the family — contributes to our mobility. There is a steady rise in broken families, an increasing number of older family members who move away to retirement villages, and rapidly rising numbers of young people who leave areas where they grew up. In fact, millions of young people lead life patterns of near-chronic movement. Some go with packs on their back, while others go on motorcycles. In the early 1970's, small live-in vans replaced sports cars as a favorite four-wheel vehicle of young Americans. Other millions of young Americans travel far from their home communities to attend college; and college, for many, turns out to be a vast multiversity where their principal source of personal identity is an ID card. Still other millions of our young are learning to be mobile through the courtesy of the Pentagon, which arranges tours to all parts of the nation and the world. Of course, the nation's airplanes, buses, trains, and highways all enhance individual mobility.

The Moving-est Nation

In order to better appreciate America's mobility, compare our lifestyle with those in other countries. An average American moves about 14 times in a lifetime; in Britain, the average individual moves about eight times; and in Japan, an individual moves only five times in a lifetime. At least one-fifth of all Americans move one or more times each year, and the pace is still increasing.

Work and Migrancy

One of the major causes of migrancy in the United States is work. In the United States today there are, of course, many kinds of migrant workers besides those who work on farms. There are, for example, many thousands of professional athletes: baseball, football, basketball, golf, hockey, and tennis players who are on the road much of the year. There are thousands of bowlers, jockeys and trainers, and racing car drivers and mechanics. There are thousands of actors on theater circuits or in summer stock companies. There are nearly 100,000 long-distance truck and bus drivers. There are thousands of airline pilots and hostesses, bridge and other mobile construction workers, and traveling salesmen. All of those workers travel a great deal.

The biggest demand for migratory workers, however, is for those who harvest — and often nurture — the crops. Despite our dependence upon those workers, the nation's 300,000 migratory farm workers lead a rougher life for less pay than any other workers who travel. The harvesters of the nation's Christmas trees, vegetables, and fruit have been exploited; only in recent years have they managed to develop some organized resistance to exploitation and to win some governmental supervision of their relations with employers.

The Moving-est County

That is particularly ironic when we consider the contribution and the size of that group. Consider, for example, Macalin, the largest town in Hidalgo County, Texas. That county provides more migratory farm workers than any other county in the United States. It supplies three times as many migrants as the next three highest counties in Texas combined. It is estimated that about 30,000 migrant workers from Macalin and other areas of the county start the trek northward each spring, and return in the fall. Since most workers take unemployable children and mothers of infants with them, nearly one-fourth of the county's population joins one of the three migratory streams each year.

The Migrant Streams

One of those three main migratory streams is the East Coast stream, which has its main staging in the spring around Belglade, Florida. The workers in that stream are mainly Blacks, but they are joined by Anglos from Appalacia. This human stream flows up to New Jersey and Long Island. The second stream flows along the West Coast. It operates mainly within California, but also reaches into Oregon and Washington. Its main staging ground is at El Centro, in the Imperial Valley opposite the Mexican border town of Mexicali. This stream is mainly Mexican or Mexican American, with an increased mixture of itinerant Anglos north of Fresno, California. The final stream has as its staging ground South Texas, and, in particular, Hidalgo County's town of Macalin. As it moves north, this stream fans out into tributaries reaching all the way to New Jersey in the East and Washington in the West.

Michigan attracts the greatest number of migratory workers, with its large crops of apples, cherries, and cucumbers. About 40,000 migratory workers — mostly from Texas, a thousand or more miles away — go to Michigan each year. Ohio, Indiana, Illinois, and Wisconsin (in that order) attract the rest of the 150,000 migratory farm workers from Texas.

What About The Youngsters?

Considering the phenomenon of such widespread migrancy, one cannot help but ask, What about the youngsters? A youngster whose family has moved into five different towns during the first eight years of his life cannot answer the question, Where are you from? What happens to that child's sense of place? What training does the child get to cope with uprootedness as a way of life? As a major cause of social fragmentation in America, mobility obviously has had some sort of impact on the tens of millions of youngsters who find themselves being moved each year. For example, a move of ten blocks involves more adjustment for an urban child under ten than a move of 20 *miles* would for that child's parents.

The impact of such moves on children is not readily predictable. It varies with the family. Many children are resilient and seemingly learn to cope readily; they are less inhibited than their parents about making acquaintances in new neighborhoods. A year in one place can seem like a long time to a four year-old, and moves often do contribute to broadening horizons and training young people to respond to challenges.

During infancy, children probably do not mind moves too much. But the time between 21 months and four years encompasses the rigid pre-school years, when some children require that everything be left just the same, even within a single house or room. Moving may be quite traumatic when it disturbs such needs. Children between five and ten might accept moving without too much trauma. But then come the teens, when lives are shattered by leaving hometowns and friends.

The Price of Mobility

From the foregoing glimpses of mobility it seems safe to conclude that rootlessness is associated with a decline in companionship, a decline in satisfying group activities, a decline in mutual trust, a decline in psychological security. It encourages a shallowness in personal relationships and a relative indifference to community problems. It produces a loss in one's sense of personal well-being, along with an increase in both personal and social malaise. Rootlessness contributes to a personal sense of powerlessness and insignificance.

Under the flag of technical progress — with its unthinking demands for giant institutions, environmental turbulence, urban sprawl, and high mobility — we have been pursuing a depersonalization that is dangerous for people as social animals. As Desmond Morris, the British zoologist, said, "As a species, we are not biologically equipped to cope with the mass of strangers masquerading as members of our tribe."

Albert Zapanta, a former Assistant Secretary in the United States Department of the Interior, is a professor at California State University at Dominguez Hills.

As teachers, you are the key to education. First, you are a key to yourselves. Teachers have a tremendous capacity to grow, to be healthy, to see the world — not through rose-colored glasses, but through clear glasses — and to know what the world needs from them. As a former teacher, I feel that you — we — are never complete; we are always willing to grow, to add something to our knowledge, experience, and skills. We are never finished with our job.

Teachers are also a key to their colleagues. When a teacher goes to a new school, the first people he or she meets are other teachers. Teachers develop a support system among themselves which is as strong as any support system I have ever seen. As teachers, we have all had lows and highs. When another teacher hits a low point, it is often possible for us to share that low and to learn how to avoid it ourselves. When we are lucky and try very hard, it is even possible sometimes to help our colleagues out of their low points. And, if we are *really* lucky and try very, very hard, we can even sometimes help our colleagues to learn from their lows.

Teachers are a key to principals. When I began to teach, I felt that the principal cared about me only because, if I didn't show up at school in the morning, he had to find someone to replace me. But later, I learned that principals are concerned about other things; they are as concerned about youngsters as teachers ever could be. Principals have an overwhelming responsibility for everyone in the school — and teachers share that responsibility because they work face-to-face with children in the school.

Teachers are the key to students. It is the students for whom we exist, and students are our most obvious clientele. When we think of teachers' responsibilities, we think of students first. We all work with students; they are the reason we are in classrooms. The fact that teachers are the key to students almost goes without saying.

As teachers, we are also the key to our communities. Our communities trust us; they bring us their children. I have always had an overwhelming sense of awe when I remember parents coming to me and saying, "Johnny needs help in math. What can I do to help him?" Imagine, a mother or father — who may be twice as old as the teacher — coming into the school, into the classroom, and asking the teacher's advice. At that point, you know you are the key to the community.

Now, let me warn you: Teachers often have those sorts of experiences, experiences which inspire awe, which can make you feel almost like a god. But what really frightens me is when teachers begin to believe they are as smart and as insightful and as powerful as a god. Once a teacher loses that sense of awe, the profession is in trouble. But I have a feeling that this group has not lost its sense of awe — or you wouldn't be involved in the Teacher Corps.

Finally, let me confess: teachers are also the key to the Teacher Corps. Teachers have not been included on the Teacher Corps team for very long. Of course, even before they were members of the team, they were making significant contributions to Interns and school projects at our local school sites. Interns were working with teachers and they were learning from teachers — but teachers' help was not being recognized, and we were not capitalizing on that help. One of the reasons we were not exploiting you more, of course, is the fact that our earlier legislation did not authorize us to work directly with you. Naturally, the Teacher Corps being the sort of inventive and innovative program it is, we found ways to involve teachers — we put Interns in your classrooms and had them learn from you. That was a major early contribution of teachers to the Teacher Corps. Now, we find teachers making more and bigger contributions to the Teacher Corps. Without a doubt, teachers are a key to all that we try to do; we need you, and we hope that you need us, too.

—Caroline Gillin
Chief, Cycle Operations Branch
Teacher Corps - Washington

Perspectives on Youth Advocacy

Mary Conway Kohler

The Meaning of Advocacy

I would like to address the concept of youth advocacy and to describe my experience — the experience of many, many years — in trying to be an advocate for youth. We have used many terms to describe what we do as we try to help troubled youth; "advocacy" is a fairly new term, and it means different things to different people. With that in mind, I went to the dictionary to learn just what "advocacy" is; Webster's told me that it was "the act of speaking or writing in support of something." That strikes me as a fine definition for youth advocacy. To my mind, youth advocacy ought to be a movement that is backed by knowledge, a great feeling of concern, sensitivity to a cause, and commitment to doing something to correct the injustices which our children have suffered.

In order to work hard and to succeed for youth, we advocates must first have the facts; we have to know what we are talking about. We cannot let our emotional commitment to the needs of youth carry us off half-cocked; we must get the facts first. We must know what is possible and proper under the law. There are too many well-wishing people who get us all into trouble by going further than they can legally go — and that doesn't help our cause or our youth. One can be the best advocate by being the most knowledgeable advocate. We can work to change the law, but we had better not try to avoid the law if we want to be good advocates.

Starting Early Enough

As I look back at my many years in court, I realize that I learned the most from the youngsters I dealt with. I remember one young man in particular. I went to see him when he was an adult in San Quentin prison, waiting to be executed. I asked him, "Where did we fail in trying to help you?"

He said, "Well, Judge, I guess I would have to say you didn't take me seriously enough, early enough."

We all have a lesson to learn from that man — a man who started out fairly innocently, pestering people on cable cars with a toy gun. That lesson is that we must start early and we must try everything possible to help children, just so that they don't end up like that man. Of course, it is very, very difficult to meet all a child's needs, much less to determine those needs.

A Vulnerable, Valuable Minority

We are working, also, under many constraints. Children are our largest minority, and, in my opinion, the most vulnerable and the most valuable of our minorities. But children have no voice in the political process. They must depend upon us to act as their advocates. Now, as advocates, many of us work in instituions and under rules that are not always in the child's best interests.

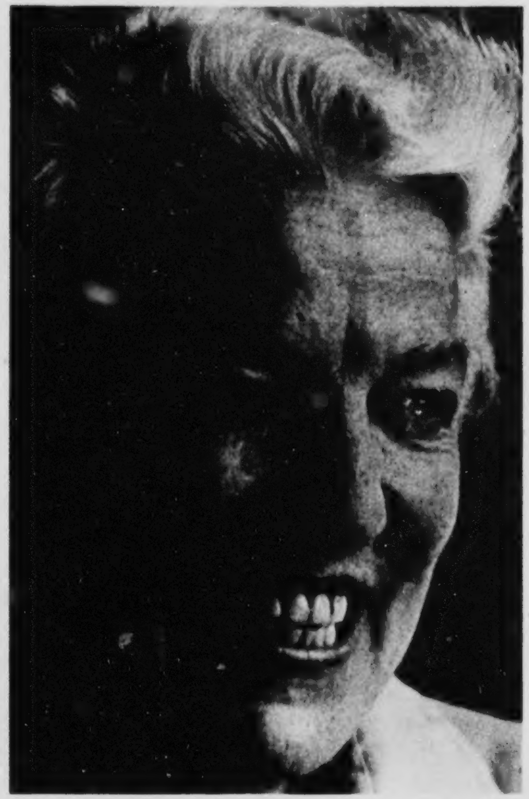
For instance, juvenile courts were established to be "the ultimate parent," to compensate for failings of parents, sometimes, and sometimes failings of our larger society. But juvenile courts have gradually come to disregard the rights of children. Now the laws are changing, and juvenile court, too, is changing. That is happening, in part, because the juvenile court abused its power and did not preserve the right of a child to be defended under due process.

Roles For Youth — Toward An Identity

I believe that one way to give our adolescents a healthy experience is to give them something to do for our society, a role which offers identity and security. It is during the early years of adolescence that we could really capture the interest and the imagination of our young citizens. Between the ages of nine and 12, children set the pattern for their late adolescence. We could do much with younger adolescents to help them form an identity — a secure and meaningful identity — and to find a way for them to contribute to our society. During those early adolescent years, there is extreme conflict. Children of that age are forming an identity. They have to pull away from their parents, to assert their independence. That provokes generational conflict, and we do not provide a way to help parents — much less children — understand that conflict.

There are lots of things that can be done to give adolescents a role in our society. For example, children need to feel needed, and they need to feel that they have a place in society. Getting kids involved in programs like youth-tutoring-youth is one way to do that. Adolescents who help in day care centers also experience a lot of satisfaction, and make an important contribution. Children, too, have a need to feel they are serving their community. They need supervision, though, and time to reflect on what they are doing, time to see its importance to the community, to others, and to their own lives. Community service must be both for the child and for the community. Truly, one of the most important contributions we can make as youth advocates is to satisfy young people, to make them feel that they have an opportunity to make a difference in this world.

Mary Conway Kohler is Executive Director of the National Committee on Resources for Youth.



When I first became a Program Development Specialist, I was greatly disappointed to learn that there was no clear-cut definition of my role. I had to learn what I was the hard way — in the field. The first thing I learned is that the role of the Program Development Specialist is dictated by the nature of the individual's strengths and weaknesses, and by the local project team. There are about 120 Program Developmental Specialists who work for the Teacher Corps, and it is quite possible that no two of those in the country share the same definition of their role and functions.

The PDS must have the human skills to deal with several types of people: administrators, teachers, parents, community representatives, union representatives, and university faculty. Technical skills are required to manage time and resources, to assess needs, to analyze situations, and to develop systematic organization. Conceptual skills are needed to develop a theoretical base and underlying programmatic assumptions.

As a body, Program Development Specialists have also considered the tasks which they must perform. Among our high priority tasks are the following:

- asserting leadership among faculty colleagues in the areas of instructional development and program revision;
- working with other faculty members in the design of instructional models;
- maintaining a formative evaluation or feedback system;
- directing the documentation aspects of demonstration; and
- designing an evaluation process for the project.

I think we are beginning to understand what we are!

—Muriel Vogel
Former Program Development Specialist
Fordham University at Lincoln Center

Program 78, The Developmental Year

William L. Smith

The first year of the Teacher Corps Program 78 will be a developmental year. During that time, each local project will undertake several tasks related to planning and preparing for the remaining four years. I would hope that the first year would provide some training for university faculty members who have not had the opportunity to work with field-based training programs in the past. The Teacher Corps model is field-based; as we move increasingly into the integration of pre-service and in-service training, our program will necessarily become more and more field-based. University professors whose primary experience has been in the traditional professorial role may have some traumatic experiences if they attempt to train teachers using the same lecture notes they have employed for the past several years. Prospective and in-service teachers will not be responsive.

The first year of the new program, then, must address the needs of university faculty. We are not kidding when we say that instruction in local projects must be field-based, must be needs-based, must be site-specific, and must be community-based. Thus, the dean of the school of education becomes a leader in the Teacher Corps project. That dean would certainly have some idea of which faculty members are appropriate to work in the project — and the kinds of preparation which those faculty members need during the first project year.

I would also briefly mention two other concerns related to the developmental year. First, I believe very strongly that the first year is an important time for university and project staff to meet with the public school or schools which will be involved during subsequent years. In that way, the project and university staff can plan a training and service program which is responsive to the needs of schools, teachers, and — most important — children. Such collaborative planning, additionally, should consider both immediate and long-range objectives for the project, university, school, and community.

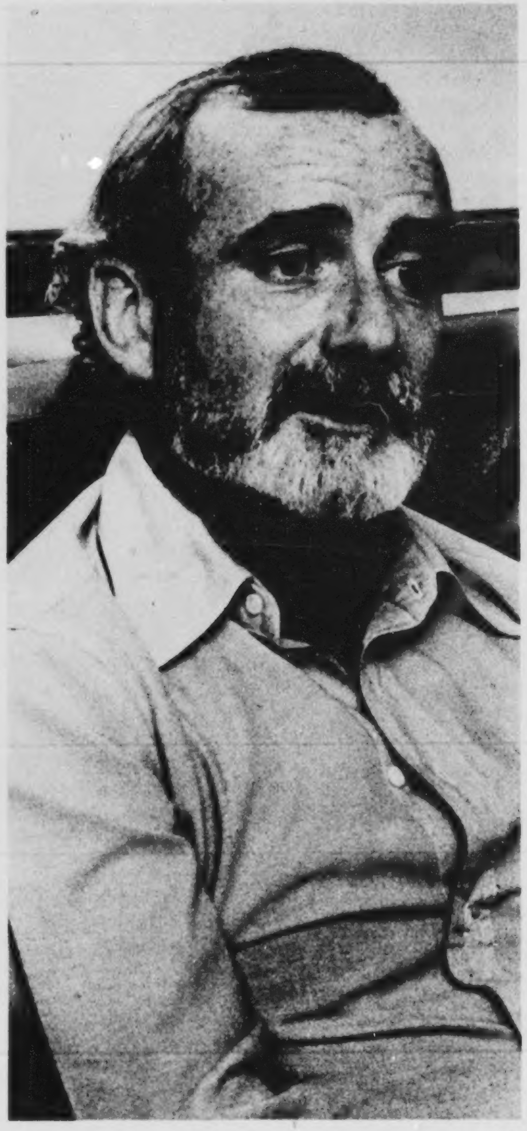
Finally, the first year should find the project staff — and others who are involved in the Teacher Corps enterprise — in the process of facilitating the community's role in the local project. That will involve many tasks, the most important of which is assisting in the establishment of the School-Community Council, which is now a legally-required facet of each project. The community, like the other parties to a Teacher Corps project, is a crucial ingredient to project success. We are finally approaching the ideal of parity which we have tried to reach for many years. Parity in operations, however, can only be achieved through a strong and concerted effort during the developmental year.

Thus, there is much to be done in local projects during their first year. It will not be a time for coasting. It will not be a time for getting ready to start. It will not be a time for waiting. It will be a time for hard work, for a great deal of planning and development, and for establishing working relationships with people from many backgrounds, all of whom will be crucial to project success.

William L. Smith is the Director of the Teacher Corps.

One common myth about evaluation is the belief that professionals cannot be honest in evaluating their own programs — evaluating programs which they run — since they own those programs. My position is essentially the opposite: the value of designing, mounting, controlling, and owning an internal project evaluation system is the fact that it should — and can — serve one major purpose. That purpose is to help the project become more informed and to make better decisions. And that purpose can only be served if project members *own* their evaluation system.

—James Burry
Director of Field Services
Center for the Study of Evaluation, UCLA



The Teacher Corps is about serving the unserved or the underserved, the children of need. Migrant education attempts to serve those same children — those who are left out, those who are pushed out, those who are not allowed *in*. By virtue of its legislation, the Teacher Corps must look to the needs of educationally disenfranchised youth, those who are left out because of their family income, their language, or their mobility. Migrant education shares the Teacher Corps's concern.

Migrating youth suffer. They suffer whether they move because their parents follow the crops, because their parents seek better employment, or because their parents are in the military or large corporations. Migrating youth must continually make educational, psychological, and social adjustments. The Teacher Corps has committed its resources to developing a cadre of teachers who specialize in meeting the needs of migrating youth. That cadre has been — and is being — prepared to reduce or eliminate the institutional retardation which occurs because of "patchworking" strategies which have evolved for coping with migrating youth. Through the Teacher Corps, this cadre of teachers develops skills in areas as diverse as curriculum development, counselling, and classroom management — and those skills will be honed to deal most effectively with the children of mobile families. The Teacher Corps and migrant education, then, share the same goal: to help migrants move on . . . and to move in.

—Patricia Heffernan-Cabrera
Associate Dean of Research and Development
School of Education
Pepperdine University

There probably is not a single important educational issue that is not the concern of a Teacher Corps project and its staff during the life of a project. One of the most important aspects of that work — and one of the most important features of the Teacher Corps — is the Teacher Corps support system, which is intended to help local projects as they work with those issues. Sometimes that support system is an informal personal network or a group of people; at other times it is a body of products from the field. At still other times that support comes from the more formally established Teacher Corps Regional Networks or the Recruitment and Technical Resources Centers.

Knowing that those support networks exist can be extremely important to those who work in local projects — especially when those projects are off the beaten path. As they grapple with the important educational issues of our day, project staff members know that help is always around — it can come from a place, an institution, a person, a group of people, another project. That support system has been terribly important to the growth and development of every local project, and it is the backbone of the Teacher Corps.

—Annette Gromfin
Coordinator, Site Specific
Orientation Program

We now have available the results of a large number of studies related to early childhood education programs. Several of those studies have been reported on at this conference, and they are encouraging. They are showing that the children who participated in early childhood programs a year or two ago — or ten years ago — have had increasingly successful experiences in school as a result of the short-term intervention which early childhood programs represent. Ironically, and contrary to what was predicted by the opponents of early childhood programs, those programs are saving us money on a large scale. The graduates of those programs are requiring fewer and fewer special education classes — their learning and behavioral problems are fewer — and they are progressing smoothly through school.

Perhaps the most significant contribution which the Teacher Corps can make to early childhood programs is in the area of program continuity. There are clearly discrepancies between the kinds of learning which take place in very young children — and the ways in which that learning is facilitated — and those in the early elementary grades. From the early childhood efforts, we have learned that children can learn in many different ways; different children do different things at different times, and yet learn equivalently. Meanwhile, elementary education concentrates on pencils and paper and books, a narrow range of learning alternatives. Through the new five-year Teacher Corps programs, there will be an opportunity to resolve some of those discrepancies which inhibit program continuity from early childhood to elementary education. The five-year program will offer an opportunity for the Teacher Corps to demonstrate alternative ways of bridging the gap in program continuity so that children can live better lives.

—Doris Fromberg
Project Director
Hofstra University

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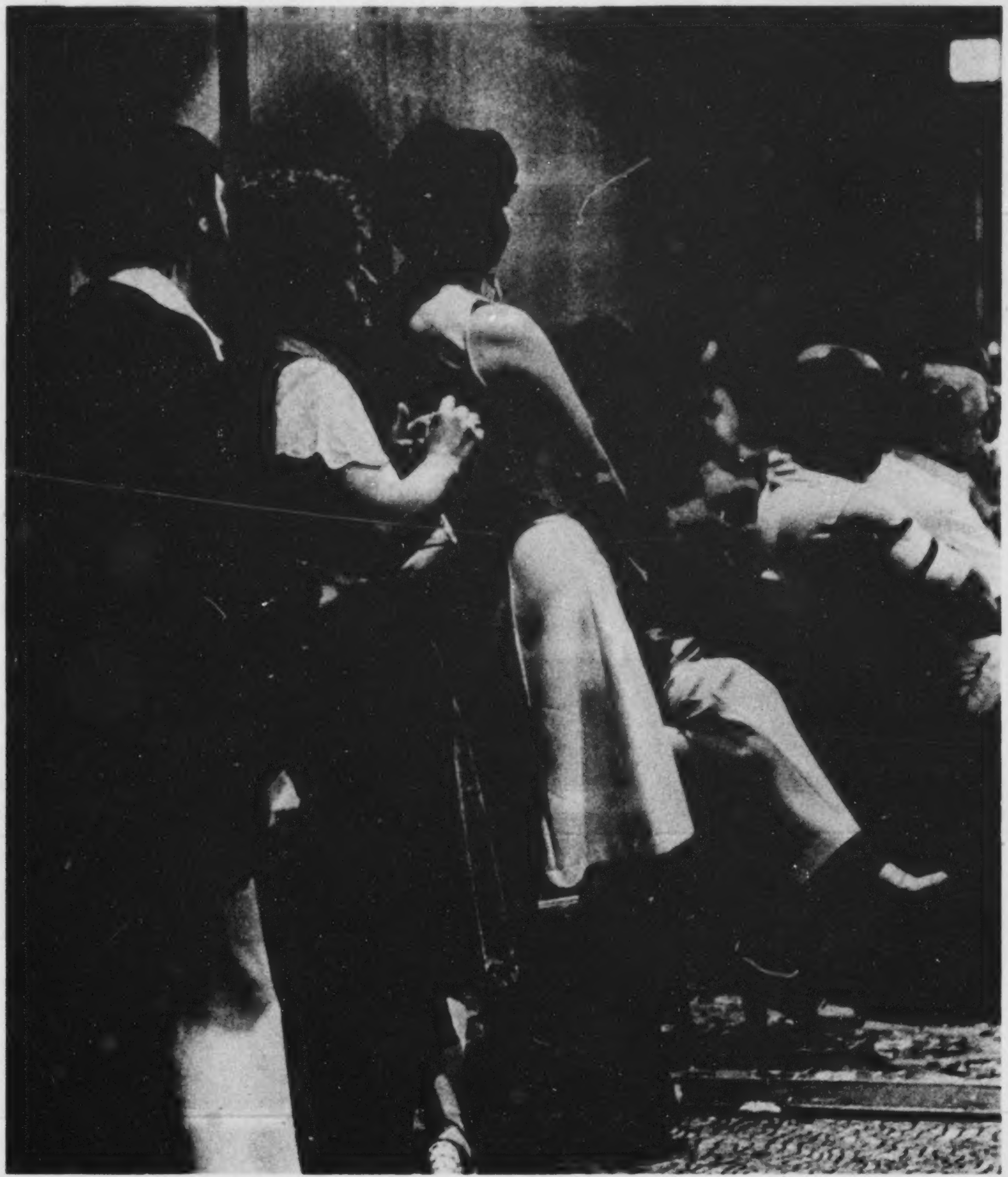
Multicultural Education in Theory and Experience



Cultural Pluralism: Difference, Independence, Interdependence

William L. Smith

An Achieveable Society

A truly pluralistic society is not reserved for the millennium. We can achieve such a society within this generation. A world society in which all people — people of all ethnic groups, all cultures, all countries, and both sexes — are appreciated for being different is possible, and need not be far off. A society in which we are all valued for our contributions and our equality, our identity, our uniqueness — that society, too, is a reachable goal. The challenge which we confront in building such a society is, quite simply, causing it to happen.

A pluralistic society is totally compatible with our nation's highest ideals. The realization of a pluralistic socity would mean that all people in our diverse population would develop and maintain a healthy ethnic pride, an abiding sense of their own culture, and a respect and appreciation for those groups and individuals whose ethnic and cultural heritages are different from their own. Our failure to realize such an American society is painfully obvious. Even today, after we have grown from the great struggles of the past two decades, we are confronted by paradoxical realities: There are places in our country where people from a majority culture hold positive attitudes toward an *individual* from a different culture, at the same time failing to extend that regard to that person's culture and his or her ethnic brothers and sisters. Often, too, ethnic groups themselves are accepted and valued, but individuals from the ethnic group are neither accepted nor valued — and are the frequent victims of discrimination, prejudice, and malice.

"Different" Has Meant "Unequal"

Such realities are, of course, only the tip of the prejudicial iceberg. But those realities are obvious and functioning, and they are destructive to achieving our human potential — both for the majority and for the minority. We are in the midst of the most technologically — and humanistically — progressive period in the history of humanity, yet we persist in many of our Neolithic attitudes toward those who are different from ourselves. Perhaps our attitudes and values toward others are no different from those which have been with us throughout the history of civilization. Perhaps, too, the basis for such attitudes and the behavior they cause has its roots in aristocracy, patriarchy, racism, elitism, or patronage. It really does not matter. What matters is the fact that there has always been a deliberate and conscious effort among humanity to find differences among people and to treat those differences as a basis for justifying unequal treatment.

While modern contemporary technicians are able to bring time, space, distance, and people physically closer, individual attitudes, beliefs, values, and behaviors are nevertheless keeping people farther apart. Until all of us — from every strata in the society — can come to believe that difference does not preclude equality, and until we can all come to behave accordingly, we cannot achieve the ultimate goal of a real, functioning, pluralistic society.

Examining The Present

In a recent article in the *Phi Delta Kappan* — "Say What You Mean — Education That Is Multicultural — Mean What You Say!" — Carl Grant cites 1972 legislation enacting the Ethnic Heritage Studies Program. That legislation, he says, was the first official recognition by Congress of the heterogeneous population of this country. As Grant points out, it was not until 1972 that Congress recognized the need for educators to deal with cultural pluralism and provided funds for this activity. What has existed in the absence of multicultural materials, concepts, and viewpoints? What experiences have been available to the children who will lead the next generation — or to their teachers, who must provide the foundation for our future leaders' growth? Sadly, very little existed before 1972 — and not much more exists now, although we are making some progress. A monocultural or unicultural society like ours cannot be expected to provide educational experiences which foster cultural pluralism without deliberate effort — effort which we must make.

Means or Ends?

The fact that our society is not already pluralistically ideal does not deny the importance — and achievement — of work being done throughout the country by sociologists, anthropologists, educators, and, in particular, Teacher Corps projects. Those people, and many more, are working to build a knowledge base for biculturalism and multiculturalism. Paradoxically, one of the operational dilemmas which emerges from that work is the question of whether ethic studies, biculturalism, and multiculturalism are means to an end — pluralism — or ends in themselves.

In dealing with multiculturalism, Grant's article asserts that educators miss a rather important subtlety when they aim for "multicultural education" rather than "education that is multicultural." In the former mode, Grant argues, particular materials and educational approaches are developed for certain people; in the latter, however, materials and approaches are developed in common for all the people in our society. That point is important to us because it raises the question of the adequacy of current approaches to defining and implementing ethnic studies and, even more important, multiculturalism in our schools.

How Best to Achieve The Ideal?

If we further examine Grant's point, we find ourselves confronting a number of issues: Can we best achieve a pluralistic society by being concerned only with those selected groups which have not had the educational, social, and political options of other groups? Can we best achieve a pluralistic society by developing special materials and programs in particular geographical areas of the United States for particular target groups — those whose options have been limited in the past? Can we best achieve a pluralistic society by developing educational materials which will enable all people to better understand themselves and all other people? These are clearly very different approaches, but firm choices must be made.

Denying—Or Distorting—The Truth

One of the major problems which we face in attempting to address the issue of pluralism is the historical tendency for dominant cultural groups in a society to ignore (or to treat as non-facts) the contributions of minority groups and their members. Needless to say, the United States government has never attempted to deny the existence of any segment of its population. However, the absence — or, worse, the distorted presence — of minority groups in textbooks (and, by extension, in the classroom curriculum) has made Black, Brown, Yellow, and Red people anxious, angry, concerned, and frustrated. The unabridged United States history is in many instances painful to remember — but it has honed, tempered, and matured our minority groups and their members. Euro-Americans, whose parents and grandparents immigrated to this country, have an experiential affinity with peoples of color — though they have often forgotten their gaunt years of long ago. They, too, were once persecuted because they spoke a strange tongue, celebrated a different Sabbath, or ate foods which were unfamiliar to others. In concluding this point, let me say that I would not argue for tipping the scales unduly from one side to the other. To escape from or deny the cultural heritage of the ethnic majority is an injustice equal to excluding the cultural heritage of the ethnic minority.

The Power-Inclusion Model

We would do well to consider Barbara Sizemore's five-stage power-inclusion model if we are to attempt to deal with the problems of exclusion, inclusion, and cultural pluralism. Sizemore, the former Superintendent of the Washington, D.C. Public Schools, points out that each of the Euro-American tribes went through these five stages, and says further that excluded ethnic minority groups must also endure the five stages if they are to achieve group mobility and full citizenship in the American social order. Only then, she says, can our society seriously address a culturally pluralistic reality.

The first of Sizemore's five stages is the on-going separatist stage, during which the excluded group goes through the process of defining its identity. Next, during the nationalist stage, the excluded group intensifies its cohesion by building a religio-cultural community of beliefs. These beliefs are centered around the group's own creation, history, and development, and in most instances cause the rejection of the social order of others. Third, the group goes through a capitalistic stage. During that stage, the group cohesion which was developed during the first two stages produces an awareness of need, which makes it possible to build an economic base for the minority group.

The fourth stage, the pluralistic stage, is when the group uses its cohesion-rejection powers and its economic base to form a political bloc and thereby thrusts its interests into the foreground of the political arena. The fifth stage is the egalitarian or democratic stage, at which point the interests and influence of the minority group are equal to those of others at the fifth stage.

A Sixth Stage

Sizemore sees the egalitarian stage as the Utopia of the American social order, but there is a sixth stage (which she does not address) which may come even closer to Utopia. That is the independence-with-interdependence stage. That, I would posit, comes when all ethnic, racial, and tribal groups reenter their own ethnicity — not for protection, but to enhance their self-worth, self-respect, identity, and competence. That position of independence-with-interdependence gets at the most fundamental element in human well-being, for it is crucial that a man or woman first answer ontological questions: Where did I come from, who am I, and where am I going? Then it is possible to move forward, to share with others, and to discover and address others' needs. That can be accomplished earnestly and eagerly if we can develop both independence and interdependence.

Cultural Pluralism In The Classroom

How, then, do the ideas I have been discussing — the notions of education that is multicultural, of cultural pluralism, of power-inclusion, of personal identity — how do those ideas relate to the realities which we all face in schools and classrooms, with children? First, those notions imply that effective and appropriate cultural and heritage studies programs will grow from the introspection of curriculum designers, teachers, parents, and, ultimately, children. Introspection, when combined with objective historical research and scholarship, provides a sound basis for thorough and frank educational materials and approaches. The development of such materials and approaches must necessarily involve members of the subject group (whether a majority or a minority group) in the validation of such resources so that subtle prejudices can be eliminated.

Such efforts would result in a revised core of values — values which are common to each group from every national origin in our culturally pluralistic nation. There are other dividends: teachers would be enabled to know and accept themselves, the new materials they use, and the children with whom they work and whose lives they so strongly influence. To be independent-with-interdependence requires a sense of confidence and security in a complex social system. That sense will in turn bring about a new sense of being and of wholeness in the entire society through a strengthening of its component parts.

Roots and The Sense of Self

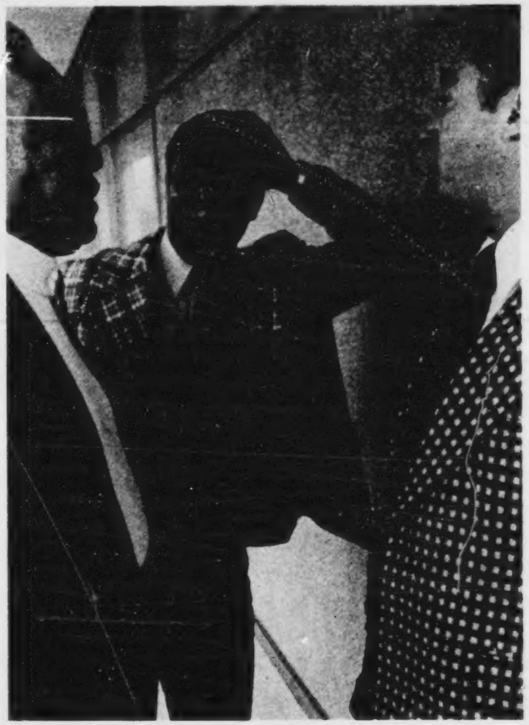
Alex Haley, the author of *Roots,* spent 12 years researching and writing his landmark book; those 12 years provided him with insights which are applicable to the notion of independence-with-interdependence. First, he came to believe that all people from every ethnic group and race should encourage the oldest persons in the family to share the oral history which has been passed down by former generations. He says we should also go up to attics and down to basements and gather, organize, and use all of those old papers, pictures, and materials that have been saved, passed down, or preserved by the family for generations. Third, Haley says, all people from every ethnic group and race should encourage more family reunions so that all ages can come together to learn and to share with each other — and can go away a little richer than they came.

How crucial — and yet how simple — are his suggestions to the concept of independence-with-interdependence. What better way to begin the process of answering the ontological questions, to build a renewed sense of self, to commence the process of sharing — first within, and then without?

"Different" Must Mean Equal

I shall close by returning to a question I asked earlier: Should we develop different educational goals for different cultural groups as a means toward the end of cultural pluralism? Sizemore's five-stage model — and other similar ways of looking at the stages by which minority groups gain entry to a society — clearly suggest that various minority groups are at different stages of attaining pluralistic goals. As long as that is true, it will be wise and necessary to develop knowledge and materials which are specific to the needs of individual groups in order to ensure the authenticity of each group's culture and heritage. *But that approach must always be advanced on the means-ends continuum.* That process must also be designed so as to accomplish the ultimate goals of awakening our society to the reality and goodness of a culturally pluralistic curriculum which accurately represents our diverse society. If we are successful, the generation which follows us will live the ideal that to be different is not to be inferior: to be different is to be equal. Only then can we develop individuals who are open to change, who are flexible and receptive and adaptive. Only then will we be ready to face the twenty-first century in a humane world.

William L. Smith is the Director of the Teacher Corps.



Multicultural Education and Cultural Pluralism

Josue Gonzales

The Three Roles of Education

As a basis for discussing cultural pluralism in education, let us first briefly consider the several ways of looking at the role of education in society. One role of education is to provide skills and opportunities which lead to a better way to live: upward mobility, increased utilization of our resources, better nutrition, better health, and so forth. In short, one role of education is to facilitate comfortable lifestyles. Another role of education is to help make "better" human beings — the kind of people who protect our environment, who value life, liberty, justice, and nature — people who value all of the good things we have that sometimes are not protected as they should be. This function of education also leads us to relate better to one another as people, as individuals, and as members of various groups.

A third role of education in this society — and probably the one that is most commonly accepted — is the role of transmitting the values, expectations, aspirations, aesthetics, ideals, and priorities of one generation to the next generation. Traditionally, that is what education is supposed to do.

Some of us may question whether those roles are appropriate — indeed, possible — for education to fulfill. Most of us, however, believe that education can at least begin to address the first two roles in addition to the third; otherwise, we would be in another field. The third alternative role for education is, however, probably the most likely to continue. The first and second roles must be embodied in the third; society must value such goals if education is to provide people with skills, opportunities, training, and aspirations for a better way to live. The society can value those goals in different degrees, and they can be achieved in varying degrees.

Equality Versus Fear of Change

Further, many of the things that we say we favor, our stated educational goals, are actually not being pursued at all. We are simply paying lip service to those goals. Increasing the opportunities of certain groups, for example, is a goal that we pay great lip service to; many of us, however, fear and resist such change. In recent years, we have approached some modicum of equality of opportunity, only to pull away from that goal and to see our hard work fail to come to fruition.

Magaaral: Magandang tanghali po!

There are several examples of that phenomenon. The most recent incident is the Bakke affirmative action case in California. Just as minority group members have begun to make some headway in graduate school admissions, the Bakke case raises the question of whether educational institutions have a legal responsibility to redress past discriminatory practices. The Bakke case would seem to now make it possible for our institutions to once again be less than responsive to minority groups.

A second example of approaching and then pulling back from equality of opportunity has to do with access to the legal system. Ten years ago we came to realize that Blacks, Chicanos, Native Americans, and others could not make much headway in this society because they did not have access to the courts. In large part, that was — and is — because lawyers are too expensive for the poor and minorities to afford. In response, the Office of Economic Opportunity created the legal services program. That was an outstanding program, particularly in California. Legal services' lawyers and clients were winning around 85 percent of the cases they filed, including one against the Governor of California.

But the program ran into problems. You see, the money for legal services had to be approved by the governor. The next time the grant came up for renewal, the governor almost killed the program. Fortunately, he was overruled by somebody in Washington. At any rate, those are examples — and there are more — of things that we espouse, but which we back off from when it comes down to nutcracking. Very often, we do not follow through because achieving such goals would upset the current configuration of power in the society.

Education as a Transmitter of Tradition

Thus, the first and the second alternative roles for education — roles which relate to higher values and better opportunities — must be embodied in the third, which involves transmitting traditional values. From that perspective, it becomes clear that — whether or not it is *our* personal goal — the most commonly accepted role of education is its function as a transmitter of traditional values, beliefs, and attitudes. Another aspect of education as a transmittal instrument has to do with the fact that we are all creatures of habit. Whether we like to admit it or not, we get comfortable. When abrupt, unusual, or radical change occurs in the system, its members undergo stress and anxiety. We are fearful of change, of going into new territory that may upset the ways that we live.

Change and Privilege

A third aspect of education's role as a societal transmitter of the status quo is the fact that change brings with it a retrenchment or denial of privileges for those who now enjoy such privileges. An Anglo who traditionally has had abundant rights and privileges cannot help but be displeased with affirmative action programs that may result in his or her children being denied admission to graduate school. There is thus a certain amount of self-denial involved in the process of equalizing opportunity; therefore, it seems to me, our society may become reluctant to continue to provide equal opportunities.

Change and Cultural Training

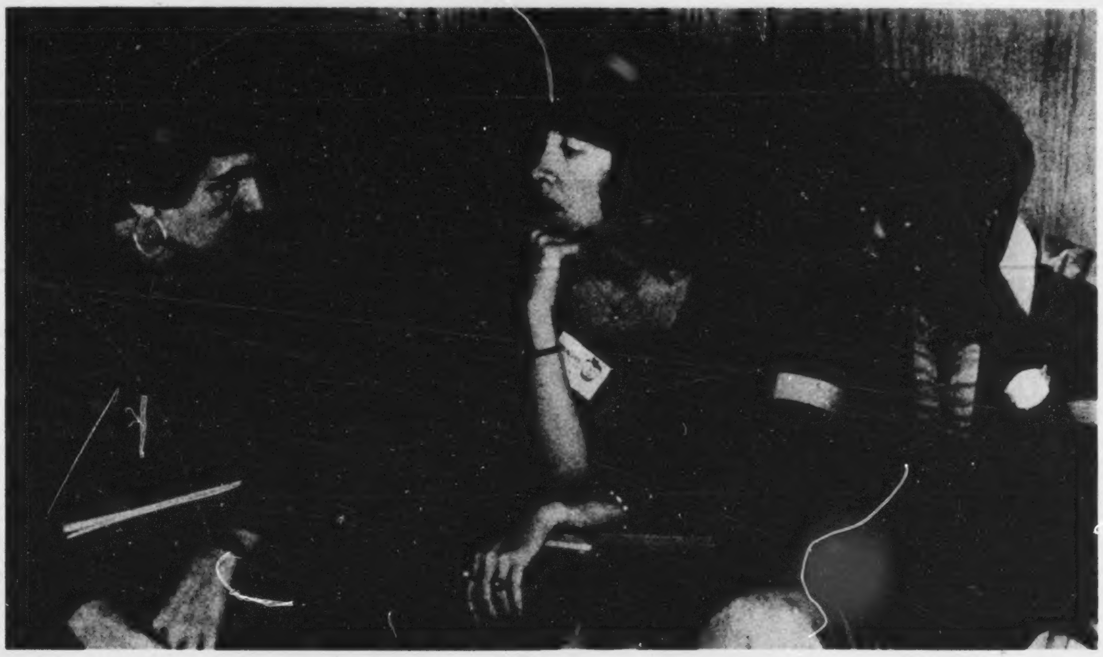
Another reason for the strength of the transmittal role of education — and the concomitant limited success of reform-oriented views — is the fact that our attitudes and behaviors are colored by our cultural training. Abraham Maslow developed a hierarchy of human needs, a hierarchy which makes a lot of sense. The one factor that Maslow forgot, however, is culture. Culture determines when you decide that your basic physiological needs are met. It determines how you decide when you have enough shelter or food. Consequently, certain societies over-eat and over-build, and have too many bathrooms in their houses. Since what constitutes satisfaction of needs is culturally determined, we therefore cannot make cold, objective judgments about equality of opportunity; what is equal for me may not be equal for you.

Pluralism in Society

Given the foregoing perceptions, we turn to the question, Do schools create societies, or do societies create schools? Unfortunate as it may be, it seems that societies create schools. Therefore — if we believe in any of the alternative roles of education which may reform the way that opportunities, wealth, and privilege are distributed — our role as educators must not be limited to influencing education in the classroom. We must also consider what is happening in the outside world. If we are to talk about cultural pluralism in schools, we must also talk about cultural pluralism in society. Further, if we are going to talk about cultural pluralism, we also must address the society's economic and political systems. It is self-deception to think that a minimal amount of attention to cultural differences in the classroom can really achieve much.

If we are in fact going to create great opportunities for people to participate in and enjoy society's benefits, we must talk about economics and politics as well as education. Within those systems, we must seek to distribute wealth, privilege, and opportunity more equitably — and we must do so while maintaining the dignity of the individual.

Within this context, cultural pluralism must be seen as it relates to the society at-large. Cultural pluralism must involve economic and political pluralism — the greater distribution of access to economic and political power — as well as the cultural pluralism we speak of in education.



Political Pluralism

What is political pluralism? We are pretty hung-up in this society about making decisions by the rule of the majority; that is a sacrosanct institution. It sounds like a pretty good idea. There is only one problem with the concept of the rule of the majority: if you are always in the minority, you never win. That is the problem. The rule of the majority is inherently an undemocratic principle, a discriminatory principle against long-lasting minorities. Of course, temporary situational differences of opinion lend themselves to decision-making, majority rule. But if our opinions, goals, aspirations, values, cultures, and languages are basically different from generation to generation, and if we each have our own set of problems and aspirations, then the rule of the majority is unworkable because those who are always in the minority group always lose.

Alternative Decision-Making Models

That perception would seem to dictate that we do something about the rule of the majority. If we eliminated that system completely, we would have utter chaos. In other societies, people have dealt with that problem. In one Chinese province, for example, there are several minority groups represented in the legislative assembly. The rules for the minority group members are not the same as those for the majority group members. Minority group members whose legislation is defeated may reintroduce that legislation 30 days later. Majority group members do not have that right. Such adjustments for minority group members would be much more difficult in the United States. The furor over affirmative action suggests that more radical changes would create total chaos. Consensus decision-making, if it were not so nebulous and poorly understood, could help us to address this political problem, a problem that we must deal with because it continues to exclude minorities.

Cosmetic Cultural Pluralism

Within the framework I have established, cultural pluralism in education and in society can mean many different things. Cultural pluralism can be cosmetic; a lot of what we do now in classrooms is cosmetic. We put up posters or pictures of a Black person, a Chicano, and a Native American. We do a few biographical studies during the year. We say, "There was a famous Black American whose name was Crispis Attucks, and he was the first to die in the American revolution. Aren't you proud?" And most kids say, "It's all right, you know. A whole lot of other folks died." Or we say, "There was a famous Mexican revolutionary, Zapata, who fought for agrarian reform in Mexico and he helped the people." Do young kids really care?

Some of the cosmetic approach might sink in; some of it might help kids to feel better about themselves and others. That approach, however, is clearly not enough. I am not putting the cosmetic approach down. I am putting it in perspective. It certainly is better than nothing, as long as we do not deceive ourselves about what it is accomplishing.

The Other End of the Continuum

At the other end of the continuum we might teach kids about the redistribution of wealth and power. We might teach kids that certain groups in this society have been oppressed and discriminated against. We might teach kids why that happened and how to prevent it from happening. But think about the problems with that approach, given the fact that society creates, supports, and manages schools. Discussing the redistribution of wealth causes all kinds of problems in schools. Because of that, people have set up alternative schools.

Cultural Pluralism and School Reform

This audience may well feel that this discussion has centered on school reform rather than cultural pluralism. But we must think of cultural pluralism as a continuum; we must accept the notion that cultural pluralism cannot occur in isolation of pluralism in the economic and political systems; and we must accept the notion that cultural pluralism cannot exist only in the schools. If we can do that, then we can begin to inject into the society certain kinds of other goals for education, goals which are perhaps less traditional but which are also more consistent with the notion of cultural pluralism and the ideals that notion represents.

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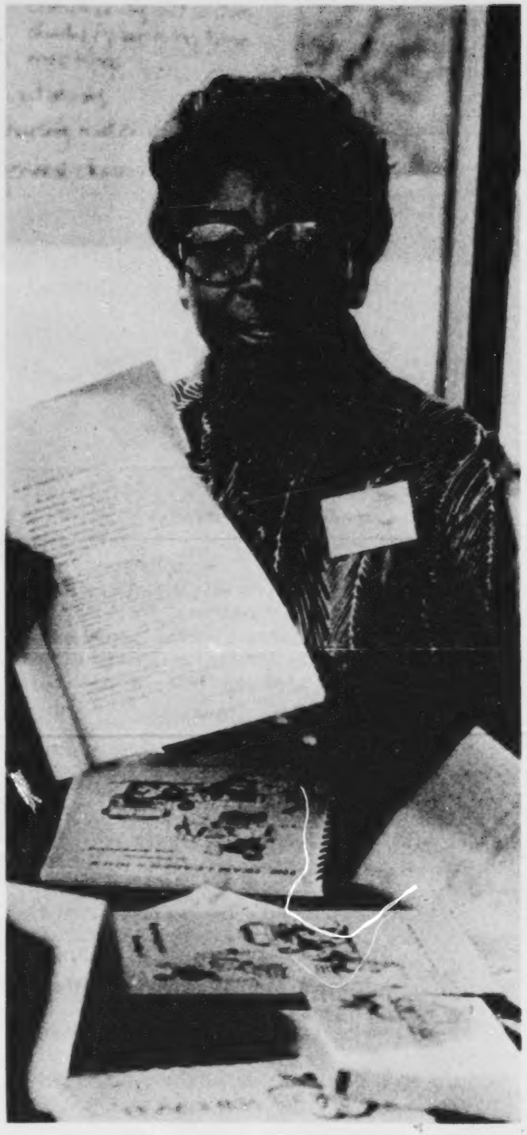

A Model For Examining Multicultural Concepts

Gwen Broyls

A Three-Phase Model

We in the Teacher Corps Associates Program have been working with a model of education that is multicultural.That model is useful for educators who want to design curriculum, who want to plan and implement in-service programs, or who simply want to look at their own attitudes and behavior in multicultural situations. The model consists of three phases: awareness, acceptance, and affirmation.

Awareness: Norms, Values, and Beliefs

The awareness phase is characterized by honest analysis of our norms, values, and beliefs, and the realization that they have been shaped by culture. When we talk about culture, by the way, we are viewing it as an adaptive and creative system—the way that we relate to different external and internal stimuli.

What, exactly, are norms, values and beliefs? One example of a norm in our society is present when children are talking to adults; in that situation, the behavioral norm sometimes requires that the child look directly at the adult as a sign of respect. That is a norm in some cultures. But in other cultures when a child looks directly at an adult, the child is showing disrespect. When the home and school cultures are inconsistent on such norms, the child is caught in the middle and experiences conflict. The child doesn't know whether to look up or down, or to just close his eyes and not look at all. That is an example of a norm; even more, it is an example of a norm conflict.

Values

What, then, are values? One of the values generally promulgated in schools is the value of being orderly and neat and clean. Classroom desks are usually arranged in nice, neat little rows. We sometimes say that moveable desks allow us to be more creative, but how many classrooms have their moveable desks arranged in nice, neat little rows? Many, many classrooms do. They do not allow for the creative flexibility because teachers want desks to be neat and orderly.

Another kind of value that is sometimes taught in schools is self-reliance, the feeling that, "I don't need anybody to help me." That value can cause conflicts when children come from cultural backgrounds which promote interdependence and helping each other. Sometime a teacher will see children helping each other and call that "cheating." That is often not cheating to the child, however; the child may say, "I am helping somebody because we are taught to help and support. None of us is independent. We need each other, and no one of us is as strong as all of us put together."

Beliefs

Finally, beliefs are a part of our culture and cultural awareness. We all have different kinds of beliefs about people; for example, many people believe that all Black people can sing, or that all Black people "have rhythm," and can dance. The fact is that many Black people cannot sing well, do not "have rhythm," and cannot dance very well either.

When we talk about norms, values, and beliefs at the cultural awareness level, we concentrate on becoming aware that none of our perceptions are exactly true. They may be true, but they vary from culture to culture; maybe some Black people can dance, and maybe some can sing; but maybe some cannot. It may be important for some cultures to be neat and clean and orderly. For others, it may simply not be that important. We must be aware that children—as well as adults—come from different cultural backgrounds. That awareness is crucial if we are to work effectively with others.

Acceptance and Affirmation

Once one becomes aware of norms, values, and beliefs, that person is moving into the acceptance phase. That second phase is characterized by an appreciation and understanding of cultural diversity. Acceptance is achieved when individuals get more accurate, factual information about the various dimensions of all races, cultures, and individual differences. That can be done through both cognitive and interactive activities. Acceptance involves the on-going clarification and analysis of the values, beliefs, norms, behaviors, and goals both of individuals and of the educational program. The final phase of the model is affirmation. Affirmation is a process which provides the ability to design, implement, and evaluate multicultural experiences on a regular basis.

Underlying Assumptions

Several assumptions underlie the multicultural model. First, we must recognize that we belong to different cultures, cultures whose values, behaviors, and lifestyles often differ a great deal. Cultural differences affect the ways children learn in the classroom as well as the ways we interrelate with each other as adults. The awareness, acceptance, and affirmation model allows individuals to first identify where they are and then to become aware of any problems which exist in relation to multicultural concepts. At the acceptance phase, people begin to identify the ways that they can change and develop as they see a need. Finally, the affirmation stage is an on-going analysis process. Through that process, we can look at curriculum materials and teaching practices and ask, Are my methods and materials doing what they are supposed to do? Am I doing what I am supposed to do? A model which begins with where the individual is and moves that individual to such concrete application in the classroom is bound to be helpful to teachers and children.

Gwen Broyls is the Team Leader of the Teacher Corps project at Roosevelt University.

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Bilingual/Bicultural Education: A Dimension of Education That Is Multicultural

Lourdes Travieso

Multicultural Education: Definitions

In order to understand the place of bilingual/bicultural education in the larger context of multicultural education, let's begin with definitions of multicultural education which have been offered by various conference participants:

- "The teaching of all ethnic groups, their culture, beliefs, and mores."
- "An education that considers the ethnic backgrounds of all the children in a classroom."
- "Developing an understanding, appreciation, and knowledge of other cultures and their contributions to the total culture."
- "Education that is broad enough to help individuals accept their diversities and similarities within and outside their own culture."
- "Education that is independent of specific ethnic groups, cultures, sexes, and ages."

Those definitions suggest some common foundations for the understanding of multicultural education. That approach involves dealing with differences in sex, race, ethnicity, and age factors as well as learning to appreciate diversity and the need for mutual understanding among varied groups. There are other elements, too, which emerge as we discuss multicultural education—elements such as socio-economic status and regional background.

Bilingualism: Definitions

Turning to the more specific area of bilingual education, let's again consider definitions and comments offered by conference participants:

- "Simply speaking two (or even more) languages does not necessarily mean that the individual is bicultural. Speaking a language does not assure that the individual is cognizant of that language's culture and the cultural elements of the language. Thus, it is possible to be bilingual without being bicultural."
- "Bilingualism is the ability to speak two languages."
- "Being able to speak in two languages is not enough; one must also learn how to function effectively in both languages *and* both cultures."
- "True bilingualism is also bicultural; it happens when one can incorporate oneself into a society and participate actively in that society."
- "For me, bilingualism is the opportunity to speak and read English. But before I can do that, I must be able to speak and read Spanish, so that I am able to transfer my language skills to the second language. Although my first language is Spanish, I also need to be fluent in English to function as a professional in the dominant Anglo society."
- "Bilingualism for many may be interpreted as the ability to think and to function almost independently of language—in whatever culture the individual finds himself or herself."

Languages and Sub-Languages

That last point is extremely relevant to a discussion of bilingualism and bilingual education. Even monolingual people use many different types of language and language patterns to communicate in different situations. We speak one type of language in the classroom and another in the street. Those who use citizen's band radios have their own language. Thus, those who are monolingual have different modes of communication, different sub-languages, which in effect make them bilingual, although we do not recognize that phenomenon as often as perhaps we should. There is more to language, too, than words and speech. Our body language communicates, as does the way we present ourselves in our interactions with others.

The crux of bilingualism, then, is perhaps the ability which a person has to think and to function in a milieu which is different from the individual's native milieu. That ability certainly allows the individual to expand his or her world and affords a much more global perspective than if the individual could only function in one type of situation.

Language and Culture

Bilingualism and biculturalism are, of course, closely related, and language is often the key to a culture. For example, Anglos refer to the motion of time as "running." Anglos say that "the clock is running" or that "time is running out." But, for Puerto Ricans, time walks. We say that "the clock walks." So, if I am late, you have to understand that, like my clock, I have been walking instead of running—time and lateness are nothing to worry about. Now, that is clearly a different way of perceiving reality, and it is based in the interaction of culture and language.

Let me offer another example of the interaction between culture and language. When Anglos run for the train and cannot catch it, they say, "I missed the train." But Puerto Ricans say, "The train left me." Notice the difference in attitudes that is expressed in those simple phrases. Where an Anglo would perhaps be upset at missing the train—implying that the failure to catch the train is the person's fault—the Puerto Rican cannot get too upset, since the train was at fault; it left the person behind. Similarly, some children call certain kinds of sandwiches submarines; others say "Po' Boy." The important thing to communicate—the point to make about such differences—is the fact that a rose is a rose by whatever name. Thus, although we look at things differently and we call them by different names, the realities which we all face are the same.

Beyond The One-Way Approach

In order to recognize the sameness of those realities, bilingual programs must go beyond the one-way approach which places children in bilingual programs only until they learn English—and then moves them into all-English classes, allowing the bilingual programs to self-destruct. That approach is too often oriented toward a compensatory mode. It suggests that children who speak languages other than English are lacking something, that they must compensate for some sort of deficiency. It is no longer appropriate to provide compensatory programs, to place children in bilingual programs only until they "come up to par" according to the dominant society's standards. If that is done, the child is deprived of the opportunity to continuously nurture and nourish his or her own language. The loss of that opportunity is not the objective of bilingual education programs—or of education itself.

Cultural Clashes

There are other crucial aspects of bilingual/bicultural programs. First, many children—children who speak languages other than English—often encounter cultural clashes when they enter school. The minority child often wants to become Americanized, to be like most of the other kids in the school. That in turn causes conflicts at home, since the child's parents want to maintain their culture. Bicultural programs, in their best incarnations, offer something of a solution to such cultural conflicts: they teach the child that two cultures can coexist peacefully, that the child has the option of taking the most appealing aspects of each culture and building his or her life around those cultural features.

Language Learning Among The Young

Bilingual programs, of course, are not only for children who speak a language other than English. Those programs are also intended to broaden the language ability and horizons of children who only speak English. The traditional approach to teaching foreign languages in the United States had made children wait until they were in junior high school—or even longer—to learn other languages. Bilingual programs, however, begin when children are very young. The young have a flexible ability to absorb information; they are open and therefore can integrate new languages into their repertoire more easily than their elders. Bilingual programs offer English monolingual children—as well as children who speak other languages—the opportunity to learn a second language while they are still young and receptive to another language. Further, bilingual programs offer that learning in an environment where the new language can immediately be applied in interaction with others. Even beyond the effective learning of a language in such programs, children learn the culture which goes along with their second language.

New Perspectives

Bilingual/bicultural programs also help children to achieve multicultural perspectives. The experiences offered by such programs help children to see new and different ways of perceiving reality—to see new dimensions of old universes. Multicultural education programs, then, expose children to other ways of looking at people and their characteristics. The process of coming to those new perceptions includes much more than learning what we traditionally call language. It involves body language, thought patterns, cultural perspectives, and even individual idiosyncracies.

What Do We Need?

What do we need now in bilingual education? We need more models, more new and different programs which work and which we can tell others about. We are in education because we care about kids, because we want children to grow up and lead productive lives, lives that offer them some choices. More bilingual efforts—and more support for those efforts—can help all our children to lead such lives.

Lourdes Travieso is the Director of the Teacher Corps project at the New York City Board of Education.

Bilingual Education: Obstacles and Opportunities

Armando M. Rodriguez

Education and Survival

Education should be our society's highest priority today. Education means survival. It is increasingly becoming the only path to any kind of opportunity for participation in the world of work. Imagine, then, the importance of education for those who are not static, those who are mobile for either economic or personal reasons. Then compound that importance for those who are one of the exceptional populations — the handicapped or the bilingual.

Yesterday's Theories And Today's Realities

Let us consider in particular the status of bilingual education today. Yesterday's educational theories were based on the concept of the school as a sorting-out and rejecting mechanism. According to that concept, an individual's failure was somehow that person's own fault and, further, represented a failure to adjust to the system. Even worse, it was held that the individual alone suffered the consequences and subsequent limitations of failure. I would like very much to think that we have progressed beyond such theories, that we have learned our lesson from the past. I would like to think that somehow we know better now, that we have recognized that our educational failures affect all our citizens. Indeed, we are paying today for our mistakes of yesterday.

Diversity: A National Asset

One of our great national assets has been the diversity of our races, cultural heritages, and languages. A monolingual society is not in the best interests of the United States, for it erodes the asset of diversity. It is very important that legislators and educators recognize and attend to the negative side effects of applying bilingual education as a transitional program. Rather, we must present bilingual-bicultural education in the context of its larger purpose: To provide literary instruction in the primary language of the student, using that primary language as the cognitive base for learning English—while maintaining the child's cultural heritage.

The Need for Training

The only sensible approach to the problem of educational failure today that we can take is capturing the imagination and stimulating the ability of every individual — every student, teacher, administrator, and parent — on the basis of his/her individual capacity and background. If educators are to achieve that goal, they will first require training to meet the challenges of the new educational approaches, as well as to meet the mandates implied by accountability and evaluation. All of these, if they are to be understood (much less implemented), require training.

Carefully planned programs, like well-meaning legislation, will fall short of objectives unless teachers — the critical element of any learning situation — are prepared for the task of implementing those programs. The current task in implementing bilingual education programs, then, is apparent: Everyone involved in such programs must be educated and reeducated. Teachers and aides must develop fluency in their students' native language; they must master linguistically-sound teaching techniques. They must become familiar with available materials and be able to adapt or create materials suitable for their immediate situations.

The Provision of Training

How can that training be accomplished? First, additional resources at the college level will make it possible to train highly qualified candidates to work in bilingual-bicultural programs in the public schools. The need for additional resources at the college level is exemplified by the fact that, since 1968, schools have been receiving funds to develop and implement bilingual programs. While staff development has been an essential part of that implementation, at no time were funds allocated for training at a college or university level which would qualify personnel to function effectively in those programs.

Nine years after the initiation of those programs, the Department of Health, Education, and Welfare has reluctantly agreed to address the long-expressed need for advanced training. At last funds are being granted to develop training programs at colleges and universities. For the first time, colleges can offer degrees in bilingual education with some assurance that they have the resources necessary to train their staff members to teach bilingually. For the first time, schools can send their personnel to a college or university for training with some assurance that their personnel will be prepared to function more effectively at the classroom level. For the first time, school districts can send their personnel to colleges whose coursework will qualify them to be credentialed as genuine bilingual teaching personnel. Some schools have even been granted long-overdue stipends to offer bilingual aides the opportunity to attend a designated college where they can be trained and certified as effective in the classroom.

All of the strategies to which I have referred serve the most critical issue in bilingual education: The preparation of the prospective teacher and the leader of bilingual programs. The teacher preparation strategies of the past are inadequate for the challenges and needs of bilingual education today, just as other older approaches are inadequate for other areas of modern education. The advances I have described are the result of countless requests and presentations made over many years by people with the vision to recognize that personnel cannot function effectively without training. While we have finally realized this beginning, it is simply that — a beginning. We are only on the threshold of meeting our real needs. We have only begun to develop and establish training programs to meet the challenge posed by those who continue to say that they cannot find qualified bilingual personnel.

Obstacles to Bilingual Programs

There are other obstacles to effective programs of bilingual education. One such obstacle is the language in the Federal Bilingual Act; that act states that it is not the intent of Congress to foster a bilingual society. That statement is unfortunate; it prescribes a national policy which is inconsistent with our national need for cross-cultural understanding and cooperation. It also indicates a lack of understanding of the pluralistic nature of American society and the phenomenon of language loyalty among varied groups in the United States. It is educationally and fiscally sound to capitalize on the natural language acquisition of speakers of other languages. It is likewise sound to help all children whose native language is other than English to become literate in their native language, and at the same time to become completely proficient in the use of English.

Bilingual Programs Are Not Transitional or Remedial

Another obstacle to the survival of bilingual programs becomes evident when bilingual education is described as a transitional program for the limited English-speaking. Such an approach does not seek to stress the child's native language during the task of learning English. That failing certainly causes children to feel that their native language does not have any prestige — and that they themselves are not important. Such thoughts cannot help but generate feelings of inferiority and insecurity. Surely it is not the intent of the current bilingual legislation to help the limited English-speaking only partially and in an unhealthy way.

Another obstacle to the survival of bilingual education programs is the assertion that such programs are remedial. Advocates of bilingual education take strong issue with any institution — be it local, state, or national — that attempts to define bilingual education as a remedial approach. Likewise such programs are not restricted to children from low-income homes. Bilingual education is not a remedial program, nor does it seek to compensate people for their supposed deficiencies. It views people as advantaged, not disadvantaged; the bilingual approach seeks to develop bilingualism as a precious asset, rather than to stigmatize it as a defect. The very adoption of a program recognizing a person's language and culture may help to change the way schools and teachers view their students. It may help to teach us that diversity is to be enjoyed and valued, rather than feared or suspected.

The Moral and Legal Obligation

While such new programs sound exciting — and they are — they represent only a small portion of the work which must be done. Much more must be done in bilingual education to meet the real needs. Much more must be done if the schools are to meet the intent of court cases like *Nichols versus Lau* and if they are to respond to other recent developments in the field. If those real needs are not met, students will again be placed in pseudo-bilingual classes with untrained personnel and ineffective programs and materials. Instead of solving a problem, we will have compounded it for the sake of expediency.

Ideally, the bilingual-bicultural programmatic concept offers the opportunity for all children to participate in a bilingual program. That has always been our moral obligation. That moral obligation has not been met, however; we have failed to meet our educational responsibility, and the courts have had to act. We now have the legal obligation, as expressed in the *Lau* decision, to implement bilingual education programs which assure the limited English-speaking a meaningful education.

The ideas I have touched upon suggest that we have come a long way in bilingual education — but that we also have much more to do. It is my hope that the school and the community can find some programmatic commonality as they address bilingual needs; only then can the school truly become a school without failure. Only then can the school realize its prime role: To make it possible for every person to receive the best education possible and, above all, to exclude no one, to deny no one, and to reject no one.

Armando Rodriguez is the President of East Los Angeles College.

Usually, when people hear the term "mind-set," they think of something negative, but mind-set is a frame of reference, and need not be negative. A mind-set is a view of the world; it is how an individual sees things. A mind-set is based upon individual experiences and background which shape an individual's world view. As we work in schools, we find that our mind-set influences our expectations of children, our views of children's capacities in terms of what they can learn. Mind-set influences how we treat children, how we work with colleagues, and many of our other professional attitudes and behaviors. Mind-sets are based on what the individual sees and, from that base, what he or she imagines. Sometimes, mind-set perceptions are accurate; sometimes they are not.

For example, it took me a long time to get the nerve to cut my hair short and to tint it. My hair was long and black, and, where I grew up, a woman with tinted short hair might as well go stand on a corner, because folks would not give her a chance. People made some rather basic assumptions about women with tinted hair. I grew up with that sort of mind-set. That mind-set suggested that tinted hair meant that certain kinds of ladies did certain kinds of things. I grew up seeing ladies with tinted hair and thinking certain things about them. Later on, I started running into ladies with tinted hair who were fine, decent human beings. They had their hair tinted because that is the way they wanted to look; they were just fine people.

I also ran into ladies who had never had their hair tinted who were not so nice. That helped me to change my mind-set. In fact, that is the way mind-sets are often changed. New information and experiences led me to conclude that tinted hair does not mean everything I thought it meant.

When we see someone doing something that is contrary to our own mind-set, we tend to make gross judgments about them. We question their morals, perhaps, or their intelligence. Mind-sets play a major role in schools. For instance, one group of people which holds a particular mind-set thinks youngsters ought to be disciplined one way; another group thinks other discipline techniques should be used. Mind-set, then, often dictates teaching philosophies and practices.

—JoAhn Brown
President,
Educational Leadership Institute, Inc.

Bilingualism: A Dialogue

Mirian Acosta and Anna Perez

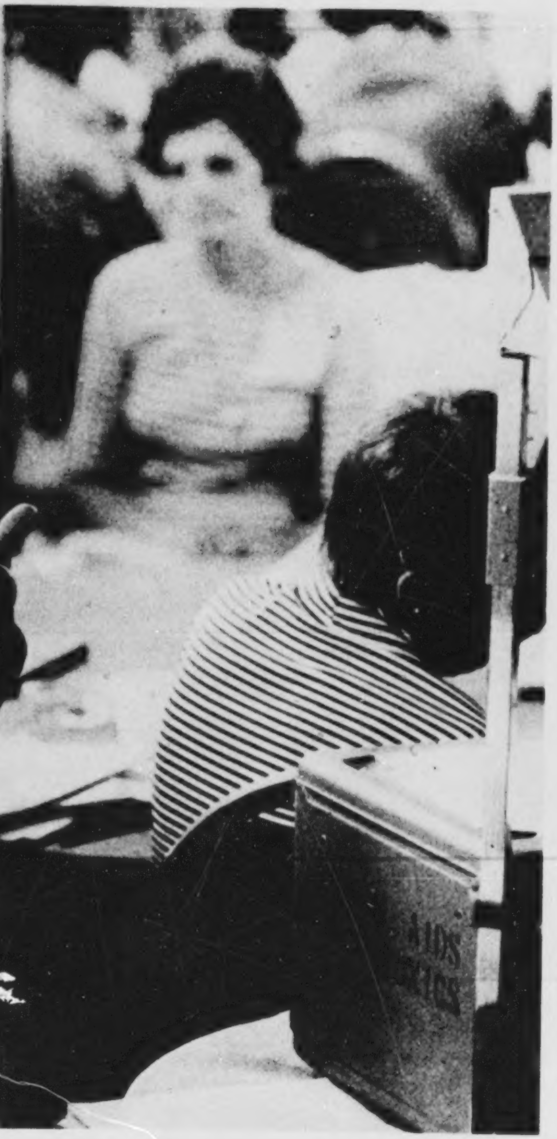
Mirian Acosta: I'm a Puerto Rican, Anna, and you're a Chicana. I think the strongest tie between Puerto Ricans and Chicanos is our language. The fact that we both speak Spanish makes me feel closer to you than I might to someone who does not speak our language—there seems to be one less barrier between us. And, of course, we both speak two languages, so we have a real advantage that many Anglos and members of other groups do not have.

Anna Perez: Yes, I agree. But, of course, we don't always have the same meaning for the same words, since many of our cultural experiences are different. We also have different intonation when we speak, and in many ways speak different dialects of Spanish.

Mirian Acosta: Of course; we represent two different cultures. That is why Puerto Ricans and Chicanos are so hurt and angry when others lump the two groups together, without any regard for the differences in our cultures. If we really talk about cultural pluralism and multicultural education, we have to recognize that Puerto Ricans and Chicanos are not the same people, even though they both speak Spanish.

Anna Perez: Yes. I think may people have difficulty understanding why it is necessary to make a distinction between our two groups. But making that distinction is important, especially in the classroom. After all, children's self-concepts are at stake. Positive self-images are terribly important to children's personal and intellectual growth, and teachers have to foster those self-images. That means teachers must take the time to understand and deal with the differences and similarities between Puerto Ricans and Chicanos, just as they would deal with the differences and similarities between such different groups as Blacks and Anglos.

A teacher may use teaching strategies which build on the history of various groups, but even that doesn't make any sense to me if the teacher doesn't also realize that each student—whether they are Puerto Rican, Chicano, Chinese, or whatever—is an individual. Children are products of their homes and the cultures of their individual families, as well as of their ethnic group.



Mirian Acosta: Yes, it is important to recognize the total child, not to just say, "Well, she's a Puerto Rican so I can teach her this way..." Even though that little girl is a Puerto Rican, she may not learn like the teacher thinks all Puerto Ricans learn—she is an individual and she has individual needs that the teacher has a responsibility to diagnose and to deal with.

Anna Perez: I see bilingual education as one way of dealing with the individual Chicano or Puerto Rican child. Those programs are important because they help us to preserve our language, which is a major part of any culture.

Mirian Acosta: Yes. As you know, we have many, many New Yoricans—Puerto Ricans who live in our city—who speak Spanish at home but have been taught in English in the schools. All too often, those children do not understand English well enough to achieve very much in school. It is a simple fact that learning in one's own language is the most effective way to learn. Almost as important, bilingual programs offer us a way to maintain our culture, which makes us proud—and pride is important for young Puerto Ricans.

Anna Perez: Certainly, Spanish-speaking children learn more effectively when they are taught in Spanish. Bilingual programs, of course, also offer instruction in English, and they are effective in giving children skills as English-speakers. But when they first come to school, Spanish-speaking children are in a totally foreign environment, one with a language which they neither speak nor understand. If they are taught in Spanish, there is less of a cultural clash between their home experience and their school experience. Those two experiences can mesh—there's no real need for that cultural clash. That alone is plenty of reason to continue bilingual education programs.

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Anna Perez is the Teacher Corps Project Leader at the Fort Worth Independent School District.

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The Education of Exceptional Children

The Education For All Handicapped Children Act

Thomas Irvin

The Background of 94-142

I will begin by discussing some of the background of P.L. 94-142, The Education for All Handicapped Children Act. First, I do not know of any other piece of Federal legislation that has received as much attention as 94-142. Not all the attention has been good, as you know. It has been called unconstitutional, and an intrusion on states' rights. A recent issue of *Federal Focus* magazine referred to it as the "Lawyers' Full Employment Act of 1975." Whatever you think about it, there is no question that P.L. 94-142 is the law of the land. It is going to affect every one of the 16,000 school districts in the nation. It is going to touch on every handicapped child and every agency that is involved in the education of the handicapped.

The Basis For 94-142

As we discuss the Education for All Handicapped Children Act of 1975, we should keep in mind the fact that it is not a discrete law unto itself. It simply amends Part B of the Handicapped Act, which has been around since 1966; Part B is a formula grant program that provides assistance to states for handicapped children. It is also important to bear in mind that, while there has been a tremendous furor over 94-142 recently, most of its provisions are not new. Many provisions originated at the Federal level in 1974, under Public Law 93-380. Those provisions include due process, education in the least restrictive environment, child identification, confidentiality, and so forth. All of those provisions have been with us for nearly three years. Further, most of the 94-142 provisions grew from the basis of case law, cases such as the *Park* case, the *Pennsylvania Association for Retarded Citizens* case (which is the landmark right-to-education case), or the *Mills* case. Additionally, nearly every state has most of the provisions of 94-142 in its own mandate or laws.

Development of Regulations

When the law was passed on November 29, 1975, Congress built into the statute itself the requirement that the Commissioner of Education develop regulations relating to the implementation of this law. Before the proposed regulations were drafted, the Bureau of Education for the Handicapped carried out a massive effort ot obtain comments and suggestions for their development from interested parties throughout the United States. In this effort, Bureau personnel met with nearly 2200 people and received several hundred written comments and recommendations. Next, a 170-member writing team (composed of parents, advocates, and representatives of education agencies and special interest groups) was convened to prepare concept papers on major topics in the law. These papers formed the basis of the proposed rules, which were published on December 30, 1976.

During the 60-day public comment period that followed publication of the proposed regulations, the Bureau conducted six public hearings involving nearly 1000 people and received over 1600 letters. A very large number of comments dealt not with the regulations themselves, but with statutory issues (problems in meeting the timelines for free appropriate public education, concerns about Federal priorities that are not consistent with state and local priorities, and similar issues). A second large body of responses centered on specific issues related to the content of the proposed rules. Because so many comments were received, a number of individual concerns were consolidated, and a substantial number of changes were made. Few of these changes, however, resulted in the addition of major substantive requirements. Most of the changes were technical or were made in order to provide greater clarity.

The Law: Purpose, Scope, Definitions

Let us review the regulations briefly. The first part, Subpart A, is a general introductory subpart that deals with the purpose, scope, and definitions of terms found throughout the statute. In terms of the scope or applicability of the law, there is a point worth dwelling on for a moment: We are often asked, "Is 94-142 a civil rights law?" We are also asked, "What if we, as a local education agency, do not want to submit an application under the law? Do we have to participate?" The answer to both questions—on the face of it—is, No. P.L. 94-142 is not a civil rights law. It is a formula grant program that provides assistance to states and local school districts to help them educate handicapped children. If a district elected not to submit an application, it would not be subject to the provisions of the statute. But, of course, the answer is not that simple. Many of the rights and protections in 94-142 are considered basic rights under the Fourteenth Amendment.

Further, and more important, 94-142 is very closely linked to Section 504 of the Rehabilitiation Act of 1973, which says: "No otherwise qualified individual...shall solely by reason of his handicap, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." Section 504 will be administered by the Office for Civil Rights in the same general manner as Title VI of the Civil Rights Act of 1964 and Title IX of the Education Amendments of 1972. That means that if a district is in violation of Section 504, it is in danger of losing all of its Federal funds—not just the handicapped money.

Services: The Heart of P.L. 94-142

Subpart B of the law deals with the mechanics of making Part B grants available to state and local education agencies. Subpart C is entitled "Services," and is the main substantive subpart in the regulations. It includes the statutory requirement that: "Free appropriate public education must be available to all handicapped children in the state between the ages of three and 18 by September 1, 1978, and between the ages of three and 21 by September 1, 1980." There is an exclusion clause in the law which says that these provisions do not apply if they are in conflict with state law, state practice, or the order of any court. Thus, in effect, each state must serve handicapped children within its mandated age range, but the bottom line for every state is age six through seventeen. Handicapped children in the three to five and eighteen to twenty-one age ranges must be served to the same extent that non-handicapped children of these ages are served.

This subpart includes two points that are significant and worthy of noting. The first says: "Nothing in these regulations...relieves an insuror or similar third party from an otherwise valid obligation to provide or pay for services provided to a handicapped child." The second point deals with children who have to be placed in a residential setting, either public or private. It appears that, if the public school places a child in a residential program and that is the only way to provide that child with free appropriate public education, the cost of the program (including room and board) is not the responsibility of the parents. This subpart also indicates that every handicapped child receiving free appropriate public education must also have physical education services.

Establishing Priorities

The Aid to All Handicapped Children Act also requires districts to establish priorities, first with respect to handicapped children not receiving an education, and, second, for handicapped children with the most severe handicaps within each disability category who are receiving an inadequate education. The law stipulates that all of the funds—except for a small amount that states can use for state administration—must be spent by states and districts in accordance with these priorities. Clearly, the first priority must be met before money is spent on other activities. It is possible to use some funds for in-service training while serving handicapped children, but that in-service training cannot be used as a precondition for serving the child. The bottom line is that the child must be in school. It is of course possible to put the child in some kind of school program, at the same time offering teacher training.

The IEP

The Individualized Educational Program (IEP) is the key provision in Public Law 94-142. An IEP is simply a written statement developed at a meeting involving the parents, a representative of the district, and the child's teacher. The child is also present, where appropriate. The IEP includes five basic components: (a) present level of educational performance; (b) annual goals and short-term objectives; (c) specific educational services to be provided to the child and the extent to which the child can participate in regular education; (d) starting date and duration of services; and (e) evaluative criteria and procedures for determining whether the objectives have been achieved.

As regards the timing and frequency of IEP meetings, the regulations require that, beginning on October 1, 1977, and at the beginning of each school year thereafter, an IEP must be in effect for every handicapped child receiving special education-related services. That means the IEP can be

developed at times which are most appropriate for the local district. The regulations only require that such a plan be in effect.

More comments were received on IEP requirements than on any other part of the proposed rules. The two areas that received greatest attention or have been most misinterpreted are concerned with participants in IEP meetings and the content of the IEP.

A number of comments suggested that participants in IEP meetings should include all direct service personnel who work with the handicapped child. Other comments recommended decreasing the number of participants. In some instances, agencies have included as many as 15 school staff members in an IEP meeting with the parent of one handicapped child. The final regulations require only the participants listed in the statute. Generally, attendance of a large group at an IEP meeting can be unproductive and quite costly, and could essentially defeat the purpose of ensuring active, open parent involvement. Although all personnel working with a particular child should be informed about the child's IEP and involved in its implementation, this does not mean that they must attend the IEP meeting. Instead, they can be involved and informed through regular administrative procedures.

While very large IEP meetings might often be inappropriate, there may be instances when additional participants are essential. Therefore, the final regulations retain a provision from the proposed rules that authorize the attendance of other participants at the discretion of the agency or the parents.

Regarding the content of the individualized educational program, the proposed rules (1) provided that each child's IEP include a statement of specific educational services needed by the child (determined without regard to the availability of those services) and (2) contained extensive details that went beyond the wording of the statute.

Procedural Safeguards

Subpart E is another important part of P.L. 94-142. It is headed "Procedural Safeguards," and comes directly from Section 615 of the law. The subpart is concerned with the provision of written notice before any changes are made in the identification or educational placement of the child, the right to a hearing, and so forth. Other provisions include a consent requirement, not only for testing, but also for placement. This section includes the provision that state laws obtain where a state has its own rules regarding appropriate procedures if a parent does not consent. But in states where there are no laws relating to those cases, the due process hearing provisions in the regulations and the law would apply. The parent can, of course, appeal to either the state or the courts.

We also added a comment on the very important concept of mediation. This comment indicates that districts have the option to try to resolve conflicts through a mediator before an actual due process hearing. Another area of Subpart E deals with "Protection and Evaluation Procedures." That area is not controversial, since people in the field generally agree that evaluation must be multi-faceted and multi-sourced; that it must be carried out by qualified individuals; and that placement decisions should be made by a group, rather than by individuals. In a nutshell, that covers this section.

Finally among the safeguards is the least restrictive environment, or mainstreaming provision. The provision on least restrictive environment states that procedures must be established to ensure that, to the maximum extent appropriate, handicapped children are educated with children who are not handicapped. This topic received a surprising amount of attention during the public comment period. Many commenters were concerned about the possibility of overzealous implementation of this provision without regard to the needs of either handicapped or non-handicapped children. The Bureau response was the same in both the proposed and final rules. A process approach is recommended which provides that each handicapped child's placement must be determined individually and annually, and that the vehicle for making that determination is the child's individualized educational program.

In answer to concerns about disruptive or potentially dangerous students, the Bureau incorporated the following statement from the analysis of the Section 504 regulations:

> *...it should be stressed that, where a handicapped child is so disruptive in a regular classroom that the education of other students is significantly impaired, the needs of the handicapped child cannot be met in that environment. Therefore, regular placement would not be appropriate to his or her needs.*

I have used my time with you to review the background of P.L. 94-142, to describe the process of formulating regulations for its implementation, and to discuss the key features of the regulations, along with some of their interpretations and implications. I do hope that my presentation has been helpful. We see the issuance of the "final" regulations not as an end, but as the real beginning of a long and continuous effort to develop, interpret, and disseminate policies relating to the implementation of this very significant law affecting the education of all handicapped children. We look forward to working with you in this endeavor.

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TEACHER CORPS

Collaboration in the Exceptional Child Component

Marie Barry

The Teacher Corps Mission

I would like to describe the role and the functions of the Special Education Coordinator in a local Teacher Corps project. I would also like to discuss the ways in which regular and special educators can work together in Teacher Corps projects. Before that, however, it is very important for us to recognize the Teacher Corps mission: to demonstrate improved training and retraining of total school staffs as a step toward improving the school learning environments of low-income children; to improve educational personnel development systems; and to institutionalize educational improvements and demonstrate and disseminate project results.

Project Organization and the Exceptional Child Component

Having pointed out those general goals, I would like to discuss the Teacher Corps Exceptional Child Component. First, let us look at the organization of projects and the Exceptional Child Component. As I see it, the organization of a Teacher Corps project involves five basic role groups: the Project Director, the Program Development Specialist, the Community Coordinator, the Special Education Coordinator, and the Team Leader. There are many variations on that theme, but as I view the role and the function of a Teacher Corps project, those five role groups form the core of the project staff.

The Special Education *Coordinator*

I use the term "Special Education Coordinator" very consciously; the crux of that person's function is to provide *coordination* between regular educators and special educators. Thus, "Special Education Coordinator" is a very significant semantic designation. It means that we should have bona-fide special educators in that role on our staffs, and they should be paid from our funds for at least 50 percent of their time. That Special Education Coordinator is very much a part of the project team. Furthermore, that person should have a very strong tie with the IHE, in terms of leadership and the quality of training that will be provided by the project; moreover, the essential role of the Special Education Coordinator is neither to teach nor to consult, but to coordinate. Sometimes the role requires teaching or consulting, but those functions are secondary to the coordination function.

It is the role of the Special Education Coordinator to work with the university faculty in order to utilize all the expertise of the special education department, and thereby to strengthen the Teacher Corps Exceptional Child Component. It is also expected that the Special Education Coordinator will work with the LEA at the staff and administrative level to find ways in which special educators and regular educators can work together to make this component what it is supposed to be. Most important, where it is possible at the classroom level, the Special Education Coordinator should be working to facilitate the teaming of teachers and other appropriate innovations.

It is important that Special Educators not become isolated within the Teacher Corps as they perform their responsibilities. Special Education Coordinators cannot function without the closest collaboration with Project Directors, Program Development Specialists, Community Coordinators, and Team Leaders—and that is the way it has to work. The Special Education Coordinator must be very much a part of that central group.

Activities for Collaboration

We have outlined six activities that are the common ground of special and regular educators. These are the common activities that will be most productive in bringing about a strong Exceptional Child Component. The first of those activities is collaboration, just the sort of working together I have been describing. The second common activity relates to testing: it is the constant concern of educators to assess testing instruments to assure that they are neither "labeling" nor culturally biased. This demands thorough scrutiny of the alternatives to norm referenced instruments and the development of the techniques suggested by the current efforts of the sociologist and the anthropologist.

A third activity within the Exceptional Child Component is the development of "teacher competencies" for dealing with exceptional/handicapped children in the regular classroom. In its philosophy and design, the use of teacher competencies as the basis for assessment is an alternative to standardized tests such as the National Teacher Examination. Moreover, many of the processes used in this kind of assessment for teachers may be extrapolated to apply to the testing of students. We are beginning to do that in some of our programs.

Classroom Management

The fourth—and perhaps most important—common activity is classroom management. That has to do with providing not only individualized instruction, but also flexible grouping of students. Those managment forms can completely obliterate the old track system. They afford an opportunity for the individual child to express his interests, to sharpen his skills, and to grow with his peers. I should point out that such flexibility with students is impossible if there is not comparable flexibility with teachers. This means team teaching and, in this particular instance, it means teaming special educators with regular teachers.

The fifth common activity—and this becomes increasingly important because of the Individual Educational Plans (IEPs) mandated by P.L. 94-142—is parent involvement, a major thrust of the Teacher Corps program. Institutionalizing parental involvement in the work of the school is crucial to the education of our children. Teacher Corps, with its long-time community based education component provides a built-in pattern of parent-teacher relationships designed to improve opportunities for children at home as well as in school.

Mainstreaming Professionals

Finally, there is a sixth common activity: mainstreaming professionals. It is ridiculous for us to speak of mainstreaming handicapped children when we do not mainstream adults. There are hundreds of thousands of handicapped adults who ought to be part of Teacher Corps staffs, who ought to act as Teacher Corps consultants, who ought to be in the heart of the education profession. Adults, too, can profit from mainstreaming.

Conclusion

Those six activities, then, are the ones we address ourselves to as we facilitate collaboration between special and regular educators. We believe that collaboration between regular and special educators holds real promise for the Teacher Corps, and we are convinced not only that collaboration will work, but also that the Exceptional Child Component will work. The success of collaboration and of the component, of course, depends upon you in the field.

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Community-based Education and Community Needs

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Teaming for Community Involvement

Jack Minzey

Perspectives

I would like to begin by sharing a letter with you. A young lady who went off to college sent this letter to her mother:

> Dear Mom,
>
> I am sorry that I have not written to you earlier, but the fire in my apartment has left things in such a mess that I was not able to do all the things that I wanted to. The concussion is almost gone, and my vision is beginning to clear up. George, the gas station attendant who noticed the fire and rushed to my assistance, has been just a jewel. I have been sharing an apartment with him, and it certainly did help out when things were tough. I had not written to you about him before because I know that you might not be too receptive to him, since he is not of our race or religion. Since we learned of the pregnancy, however, we have been planning on getting married.
>
> Now that I have brought you up-to-date, I want to tell you that there was no apartment fire, I did not have a concussion or skull fracture, I was not in the hospital, and I am not pregnant. I'm not engaged, and there is no boy in my life; however, I am getting a 'D' in history and an 'F' in science, and I wanted you to see these marks in their proper perspective.

I want to try to establish a similar perspective on some issues related to community and involvement. I am going to relate some of my ideas about community to the Teacher Corps orientation, recognizing full well that I may step on a few toes. I hope that you will accept those things that might be of value, and reject those that might not. My ideas represent my perception of some concepts that are important to those who are going to be involved in and talk about that thing called "community."

Traditional Schools and Community

Our schools in the past have not been very community-oriented, and many of our "new directions" are really going in the same old direction. Suppose — just pretend — that the schools took on a new role; then wouldn't our responsibilities with community have to take on a new role? With that question in mind, let me point out that the traditional school, despite all the needs of community and of people, focuses on a particular age group. People must be between the ages of five and eighteen if the traditional school is to focus on them.

Second, we tend, when we focus on community, to talk about a very specific community — parents. Now, there are exceptions, like when we want to pass a bond issue; then we focus on the total community of voters. But by-and-large, we feel that "community" means "parents." But did you know

that less than 28 percent of the adults who live in most communities have children in the schools? Thus, when you start talking about getting involved with community, you are getting involved with a very minor minority, in terms of numbers, if you only deal with parents.

Cognitive Emphasis

Third, we focus on cognitive education in traditional schools. Even though we say we do not believe in only the cognitive approach, that is the one thing that education *always* embodies. Education is still reading, writing, and arithmetic. Cognitive is not bad, but cognitive learning is a very, very small part of what makes up a person's total learning.

Superficial Change

Another aspect of traditional schools is the fact that change in those schools is often internal and superficial. We say that we want to make changes, but we never change the structure — we just move the furniture around.

We change the internal curriculum, when maybe we should be talking about changing the walls. Toffler said, "Much change is no more than an attempt to make existing machinery more efficient in the pursuit of obsolete goals." Further, much of the change that we do is also done by trial and error.

Another approach of traditional schools to community identity is to identify with very symbiotic organizations whose members always do what schools want them to — organizations like the PTA. I am not saying that the PTA is not helpful — but it is not especially representative. I fear for our future when we say that we have community input to our school programs and that input comes only from the PTA. That, too often, is rubber stamp input. That is another common practice of traditional schools.

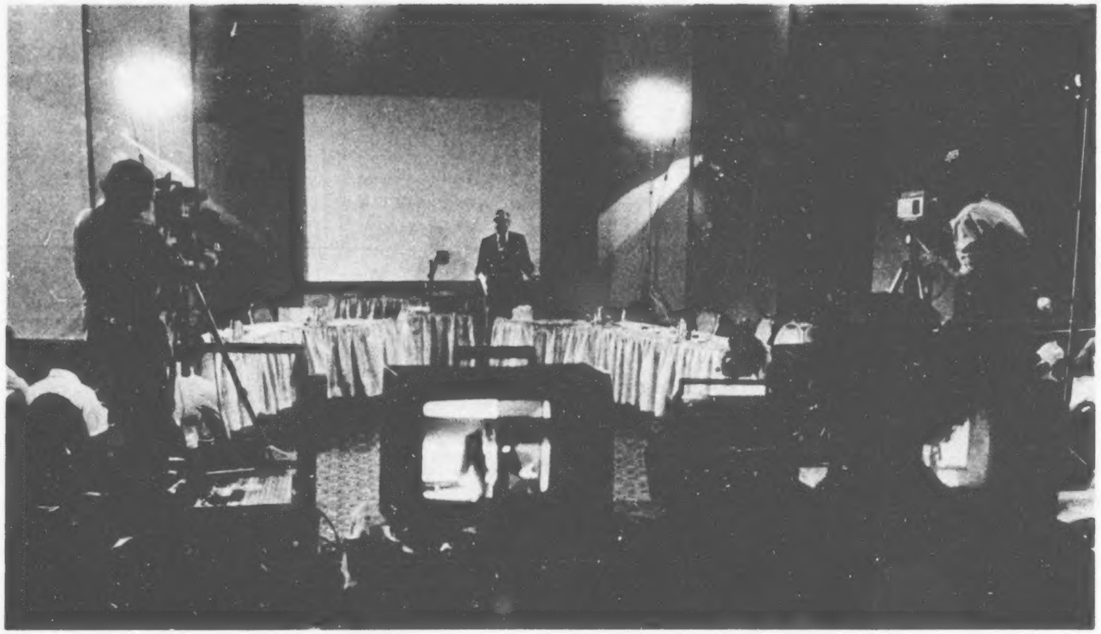
Educational Hypocrisies

Relationships between traditional schools and their communities also often express many educational hypocrisies. For example, we say that the first few years of a child's life are very important in terms of learning and attitudes. But what do we do in the area of early childhood education in our public schools? The child must be five years old by the first day of December in order to be served by the school. In Michigan we are going to have 70,000 fewer kindergarten students next year. That will create the loss of a lot of teachers. Meanwhile, we will have 178,000 four-year olds who could profit from an educational experience — and we can't even stretch our imagination to include those children in our educational program. In other words, we *could* need teachers. It is an educational need that is there, but we are not meeting it. That is certainly a hypocrisy.

Community: The Total Environment

A second educational hypocrisy: We say that children are products of their total environment, but we behave as if the total environment were inside the walls of the school. We know very little about the community; we know very little about the mores and attitudes that effect children; we know very little even about the language patterns of children and communities.

We also say that education is a life-time experience, yet we stop that experience at age 18 — except for those can who afford more education. If you did not learn to read or write, or if you did not get a high school diploma before age 18, our general reac-



tion is, "Tough luck. You missed your chance." That is another kind of hypocrisy.

It is also hypocritical to ask communities to make large investments in physical facilities, and then to deny their use to other people. We use schools about ten percent of their clock-hour time. There they sit, those monstrous buildings, and we say to the community, "If you want a nice gym like ours, build one of your own."

Being Heard

Another hypocrisy: we talk of communication with our community and yet we engage in telling, rather than in listening. How much feedback opportunity is there in school districts? In most communities, being heard requires that someone complain loud and long. Finally, that person will get on the school board agenda.

Teacher Negotiations and Community Involvement

One final hypocrisy represents a knotty problem related to professionals' feelings about community involvement and the role that contract negotiations play in getting such involvement. There are many people who say that consolidation and centralization have taken schools away from the community and put them in the hands of the professional. By professional, they do not mean just the school administration; they also mean the teacher. But we must remember that teachers are not all for community involvement and administrators are not all against such involvement.

It is specious to assume that the teachers are the good guys, and the bad guys are those who sit on the board of education. The enemies may be found among the boards of education, superintendents, custodians, and teachers. There are literally hundreds of places where contract negotiations have negotiated *out* community involvement, rather than brought it *in*.

I will welcome the day when school teachers as a profession go to bat in their negotiations for community involvement of a viable kind. I have been told, "You can't do that because the school's laws won't let you." That is the reason superintendents give when they refuse permission to use buildings or school buses. But rules are there to serve people, and if we have a law that says that we cannot bring community in through negotiations, we need to change the law, rather than to constantly say we cannot do anything about it.

Change Is Imminent

Schools have changed before, and they are just about ready to change again. One of the signals of change is the fact that there are a number of people from outside education who are beginning to say some of the same things that those in education have been saying. Other signals of change are the community demands which are now going beyond anything that they have been before. Community demands for participation are not going to disappear. They first emerged in New York over 15 years ago; now, six states legislatively require community participation in schools. Over 5,000 cities in the United States in 1974 required community participation in the schools. There are also several national community education groups, such as the National Committee for Citizens in Education, the Massachusetts Advocacy Center, the Ohio Citizens' Counsel, and the Institute for Responsive Education. They will also continue to advocate community involvement.

The Community School

One of the current developments involves both communities and schools. That is the community school, a movement which has a great deal of visibility and has been somewhat publicized. Ten or 12 years ago, there probably weren't 20 school districts in the United States that had community education programs or a community school. There are now over 1,300 community schools. There are over 95 universities — some of them very

prestigious — which are highly involved in trying to promote the idea of the community school. There is also Federal legislation and funds of about 305 million dollars for community education this year. Forty-nine states have a position called the Director of Community Education, or the Community Education Coordinator, or the Community Education Consultant. That means there is somebody in the State Department of Education who is moving and pushing in the direction of community education.

The Shape of Community Education

What would community education look like? First, there would absolutely be a program for kindergarten through twelfth grade students. I would certainly hope that would always be the role of the public schools. An expanding role for schools should not take away from the basic role of the schools. In fact, it should enhance it, and expansion does enhance the basic role of schools.

One of the new roles for the schools would be to maximize the use of school facilities. Facilities would be used for a lot of new and different activities, and community use would come high on the list. There would also be extra programs for children and youth; one of the things we are doing in education today is increasing the amount of knowledge that a person must get in the regular school program and decreasing the time in which to acquire that knowledge. Community schools can address that paradox.

Equal Opportunities for Adults

Another facet of community schools — and these get a little harder to accept — would be equal educational opportunities for adults. Programs would be provided for adults in the same fashion that they are now available for younger students. The school would also have responsibility for facilitating the delivery of social and other services at the neighborhood level and seeing that the people who are responsible for providing services get them to where people are, rather than asking people to go where the services are. Finally, programs would be involved in the development of community involvement through the mechanism of some kinds of viable councils.

By way of summarizing those aspects of community education, let me reiterate: there is the regular school program; maximized use of facilities; extra programs for children and youth; equal programs and opportunities for adults; responsibility for the facilitation and delivery of agency services; and the development of systems for community involvement. Now, that sounds like a lot, but let me point out that, when the schools accept these new roles, they will not be the responsibility of the regular school staff. If schools are going to expand their roles, they will also have to expand their staffs.

Implications

What are the implications of such expanded roles? First, we would have to consider how to make education relevant. We would have to recognize that community is a basic and important part of a youngster's education, that it needs to be brought into school, and that the two domains need to be tied together so that what we do in school fits with what children do in a community. Willard Waller said the difficulty in education arises because the aims of the school and of the community are often divergent, yet the community is often wiser than the school because the community is whole, and the school is fragmentary.

The School as Orchestrator

What else would new roles mean? They would mean recognizing that many other forces in the community are educating and serving students. In Mario Fantini's words, "the school becomes the orchestrator." Think of that — the orchestrator for educational experiences. Some of those experiences may be in one classroom, some may be in the next, some may be down at the corner, some may be on television, and some may be for a retired citizen. Some might be provided by the YMCA, and some by the church. The teacher's role is to prescribe where experiences are best offered, to do those things which the teacher does best, and to have other people do things that *they* do best.

Another implication of the community school is the fact that teachers will have to accept the school facility as a community facility, rather than as a personal possession. After all, it is communities which pay for school facilities. School buildings should be community centers that are *sometimes* used for the education of children. If that turns you off, then consider the fact that schools are only *sometimes* used right now. You could increase their usage nine times and never infringe upon the program of a youngster.

Change, Movement, Direction

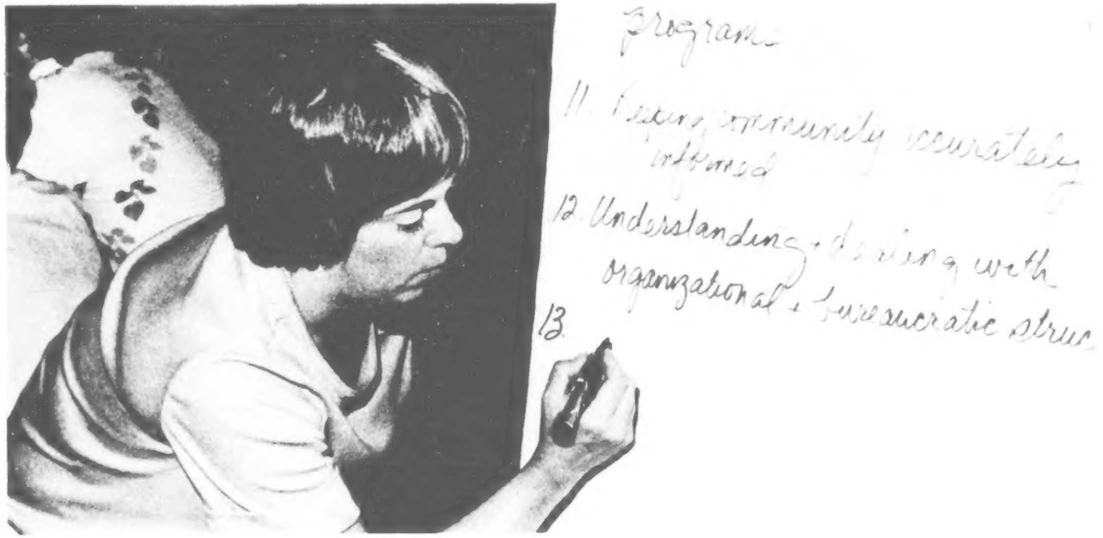
Changing the roles of the public schools is a real challenge, but it is exciting. People resist change. And if change is resisted, we must learn to work with that resistance. All the facets of community education which I have described may not happen, but the signs are there; some changes in education and community involvement which we have not had before will happen. We can be the leaders of those changes, or their victims. The question is, Who will supply the movement with direction?

Jack Minzey is the Director of the Center for Community Education at Eastern Michigan University.

I firmly believe that our Teacher Corps Interns must have experiences in community organization and community service. If they are going to be teachers, they should be thoroughly familiar with the kind of services available to their communities. Such a knowledge base can only be gained through hands-on experience in the community, and such experience is a part of the Intern training program.

Another part of that community experience for Interns should involve them in activities which they conceptualize themselves. Those activities might include actual community services, such as working in programs for youth, developing recreation programs, or becoming involved in community education programs. Interns should also have the opportunity to make home visits to parents and to develop ways to involve parents in the school's educational program. This approach represents but one facet of our overall commitment to involving the Teacher Corps in the communities we serve.

—William L. Smith
Director, Teacher Corps


Programs
11. Keeping community accurately informed
12. Understanding & dealing with organizational & bureaucratic struc
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The Concept of Community-Based Education In Teacher Corps Projects: The Washington Perspective

William Moulden

The Policy Statement on Community-Based Education

We in the Teacher Corps, Washington office have recently completed a policy statement which outlines the Teacher Corps position on community-based education and elucidates the role which it should play in local projects. The statement also refers to the respective functions of Teacher Corps Community Coordinators and School-Community Council Chairpersons. Before discussing the content of the statement, let us consider the nature of policy statements and their relationship to other documents that authorize or allow programs to develop.

Legislation and Regulations

In Federal programs, programmatic authority starts with the law. We have Teacher Corps legislation. That legislation has been amended seven times. Thus, we have the "sense of the Congress" to consider; that sense refers to committee discussions as well as hearings.

Program regulations are intended, first, to clarify the language of the law. Second, regulations convert the intent of the law into a program that can be applied for, negotiated, operated, and administered. For example, the law says that projects will have teams of Interns under the supervision of a Team Leader. Teacher Corps regulations and funding criteria make that much more specific in order to clarify the program and its requirements. Those in the field can then understand the Teacher Corps and compete for funds to operate a local project.

In addition to program regulations and funding criteria, there are policy memoranda. These cover issues which have not been dealt with adequately in other documents. In the case of the Teacher Corps community component, the funding criteria said only that the community must sign off on the proposal — in effect, that a coalition should design the project. A community component policy statement was developed because there had been a lack of specific authority in the area of community.

The Community Coordinator

The whole idea of community activities was only incorporated into our guidelines in the late 1960's. Those guidelines said that Interns should be involved in community activities, and the program should have some connection with the community. The idea for a Community Coordinator grew from the projects; the role evolved as projects began to see the need for a person to coordinate community activities and hired such a person. Meanwhile, through conferences and meetings, other projects began to realize that that role was developing, and they also hired Community Coordinators. That person is now the facilitator of day-to-day community operations.

The School-Community Council

The idea of a School-Community Council was formalized when Dr. Smith became the full-time Teacher Corps Director in 1973. Finally, in 1976, the law was amended to require an elected community council in each project. That law affects the new projects of Program 78. The policy statement, then, is an attempt to provide current projects with the authority that new projects will have under the regulations next year.

The Basis For The Policy Statement

The policy statement has been revised several times. It is official in the sense that it is an authorized policy statement. Projects can act on it. It is not rigid in the sense that a legal amendment is required to change it. The first sentence of the statement is important. It says, "This policy is based upon evidence that only when the parents and community are involved as partners with the school, in project planning, governance, and evaluation, will there be a lasting commitment and impact upon the educational process."

Implications

Clearly, the policy statement intends that there be a future for the Community Coordinator and the community-based program after the Teacher Corps money stops. The statement says that there cannot be any project change unless the Community Coordinator is involved in that change. The important thing, of course, is that everybody is involved. The community should be involved in every aspect of the project, not just a project volunteer program. The project may very well run a volunteer program and, if it does, the community certainly should be involved, but that is just one of the activities of a community-based education program. The community should also be involved in every important project meeting, and there should be a community education component in every project. That is one project aspect that should be strengthened.

The Extended Day Program

The only new Federal concern in community-based education is the extended day concept, and that has gained prominence from the Carter Administration. The extended day concept is very simple; it means that the community can use a school in the evenings and on weekends for the community's needs. It means that there has to be close cooperation and coordination between community needs and the school's authority and resources. The coordinative function falls under the bailiwick of people who coordinate between community needs and the school.

That sounds very much like the role of a Community Coordinator. The beginnings of projects' extended day programs can be very small. However, if a project school day is over, and the teachers and kids go home, and the school is locked, and nothing is happening — then Community Coordinators have a mandate to begin pushing to get the school program extended.

Training and The Community Component

The focus of the Teacher Corps is training; our impact flows directly through training. Every Teacher Corps project must offer training in community education. That means that every Intern, every Team Leader, every teacher who is in training, every volunteer, every teacher aide — anyone who is being trained in the project — must have some training related to the community. That training includes community education, cultural aspects of the community, community economics, and other substantive areas.

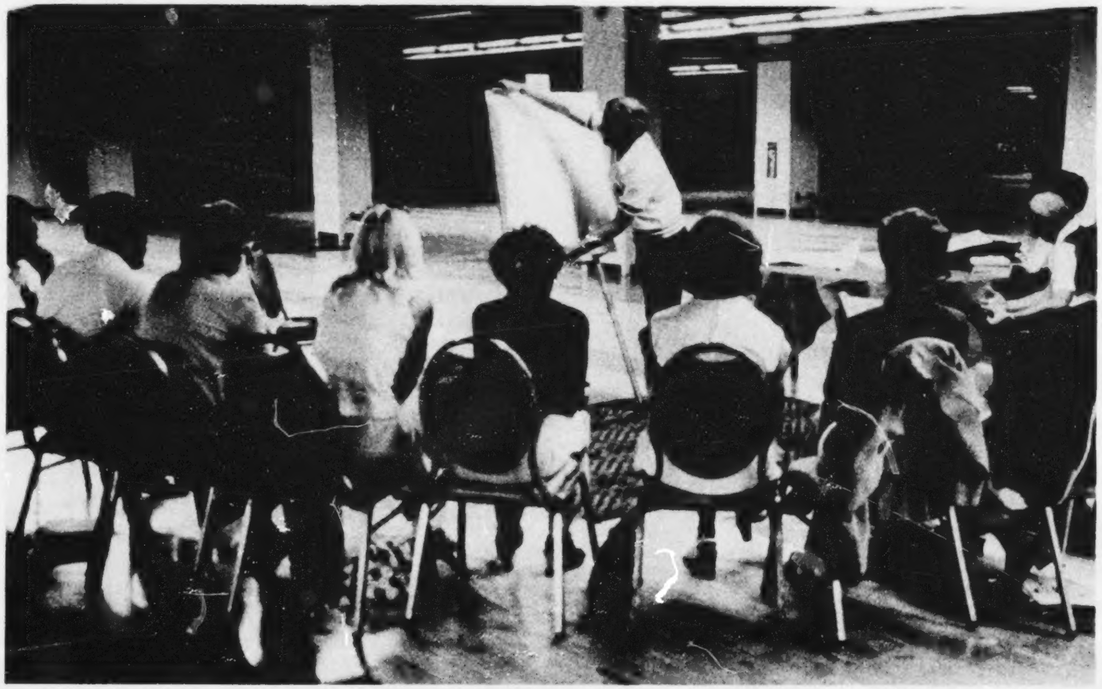
Through training, those people learn about the community they are working in as well as about techniques of involving themselves with the community.

One part of community-based training is classes, courses, seminars, and workshops; those should be a part of the Intern's training program. There is a danger, however, in attempting to provide training through classes and seminars. Suppose, for example, that a course in community education is taught by a Ph.D. who has never even visited the project community. That is not a very rich experience; training should be a lot more. Training may require that the people in training make home visits to parents, that they take part in local community activities, that they visit recreational centers, that they attend community activities, that they survey needs in the community, and that they help keep the school open in the evenings for community services.

Parity for The Community

The policy statement also describes the School-Community Council, and notes that there should be parity between that council, the school, and the university. "A parity relationship" simply means that the Chairperson of the council should be involved with the chief representative of the university, usually the Project Director, and the chief representative of the school district. Those three people must be involved in operating the project together; that policy reinforces the belief that the community should permeate all aspects of the local project. For that reason — and for many others — the community component has become a higher priority in the Teacher Corps. We must now all work together to develop a community component which is responsive, strong, and effective.

William Moulden is the Chief of the Management Branch, Teacher Corps, Washington.

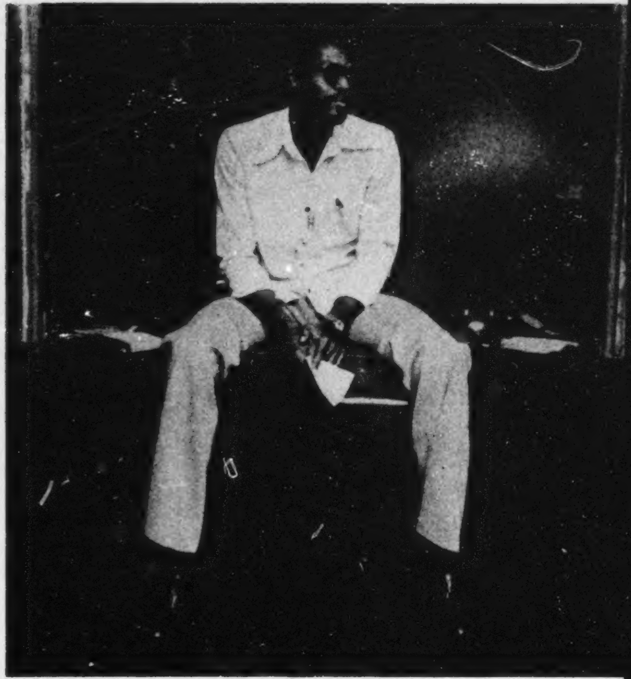


When you start dealing with the Teacher Corps, you encounter a new language, a language of acronyms. You deal with an LEA — that is a Local Educational Agency — with an IHE — an Institute of Higher Education, and an SEA — State Education Agency. But there is another group, too, the VEA: Victims of Educational Agencies.

Most of our work as School - Community Council Chairpersons happens to be with that VEA. Our attempt, our interest, and our hope is to make schooling a successful experience for the many young people who become victims of the educational agency.

We are a serious group. We have some ideas and some talents to share with the Teacher Corps. At the same time, we would like some training to help us understand some of the things that the Teacher Corps is trying to do. More important, we would like training to help us in the work that is going to continue with or without the Teacher Corps. That is an important fact, and we need to keep it in mind. Most of us are in our neighborhoods; most of us are going to stay in our neighborhoods long after the Teacher Corps has left, and we need to be trained to continue to see what kind of jobs our school systems are doing. We need to keep the pressure on those school systems to continue to try their best to offer a quality education.

—Pepe Martinez
School-Community Council Chairperson
Phoenix Union High School System



The Teacher Corps Program 78 provides options for its implementors. That, we feel, is the program's greatest potential and strength. Our new regulations leave a great many choices and options to those at that level. That is as it should be, for the Teacher Corps brings designs to the local level and helps those at the local level to achieve their own objectives. We have no interest in telling those at the local level what they need; we certainly have no interest in telling them what they want. Our only interest is in helping local personnel and their constituents identify what they want and then to provide a delivery system which will help them to get what they want and need.

—William L. Smith
Director, Teacher Corps

What skills, knowledge, and experience do School-Community Council Chairpersons feel they need? Their answers:

- "To learn methods to inform the community about the Teacher Corps project."
- "To learn more about community involvement."
- "To find a way of encouraging parents to speak up."
- "To learn how to improve the School-Community Council."
- "To learn more about the activities of other groups."
- "To learn ways to tap community resources."
- "To learn skills to help me assist the Council in meeting our goals and objectives."
- "To learn ways to give my community effective leadership."
- "To learn more about the Teacher Corps and my role."
- "To learn how to help community members feel comfortable about approaching the schools with their concerns."
- "To get as much information as I can in order to be able to explain Teacher Corps to our community members."

Community Involvement, Collective Bargaining, and The Teacher Corps: A Conflict Ahead?

Charles W. Cheng

Ten Years of Bargaining

Had I been asked to address this conference ten years ago on the subject of community involvement and collective bargaining, I would have had an entirely different message. Over ten years ago, the Teacher Corps was created out of the reform spirit of the Great Society—a dynamic and infectious spirit of hope, zeal, and commitment. Ten years ago, I was highly active in another spirited reform effort—the teacher union movement. Through that movement, teachers turned to a tool employed by other working people to advance their rights—collective bargaining. To some of us, bargaining held out the same kind of promise envisioned by Teacher Corps advocates.

Thus, a speech ten years ago would have stressed the great potential, the great hope, and the great promise that these new educational thrusts seemingly held, not only for improving public education, but for changing society as well. But, ten years later, it is appropriate to raise some issues relevant to collective bargaining, community involvement, and the implications of those movements to the Teacher Corps.

Widening Participation

One of the goals of both those movements was to democratize, to widen the participation of teachers and citizens in public education. This country had seen a curtailment of community involvment in the early 1900's as a result of the drive to centralize and professionalize public schooling. The shift from lay to professional control of the schools, however, was part of a bigger push by progressives and urban reformers to establish improved, more responsible, and, above all, efficient government. Toward that end, our major social institutions, including the schools, would be turned over to professional experts. Progressive reforms were modeled after the corporate experience, and were based on an ideology embracing efficiency, expertise, punctuality, order, professionalization, and most important, a hierarchical mode of decision-making. An impersonal, insulated school bureaucracy then emerged.

Contemporary Community Control

It was the Great Society's declaration of war against poverty that led to the passage of the Economic Opportunity Act of 1964. One significant feature of that Act called for "the maximum feasible participation of the residents of the area and members of the group served." Federal legislation thus enabled and facilitated the active role of poor and minority parents in social service institutions, including schools. One notable and dramatic citizen effort to change the bureaucratic character of schooling occurred with the rise of the community control movement in New York City in 1966-1968. Minority parents in that city were disenchanted with failures to integrate the schools and with the glaring failure of the system to adequately educate Black and other minority students.

The Teacher Corps and Community Involvement

At about that time, the Teacher Corps came into existence. From its inception, the Teacher Corps has been concerned with community involvement. Masla and Royster, in a Teacher Corps-sponsored publication, recently wrote of the absolute necessity of community involvement in both children's learning and teacher training. In that same publication, the Director of the Teacher Corps, Dr. William L. Smith, insightfully observed:

> The groups delivering educational services must be comprised of representatives from ethnic, racial, and social orientations of clients being served. A setting without these representatives is doomed to failure and is probably just insensitive to needs those communities are already expressing. (*Community Involvement in Education: A Study of Models*, p. 2.)

Thus, in speaking of community involvement, the Teacher Corps is attempting to deal with the larger issue of school governance. Involvement is not just community members' serving in an advisory capacity to a Teacher Corps project; it is not just community members' promoting increased community awareness; and it is not just the Community Coordinator's report on Interns' community work. To be sure, involvement is all those things, but those activities ultimately lead to substantial community-based power. Masla and Royster suggest community involvement in teacher education programs should include involvement with the decision-making process as well as training for community members.

The Push Toward Community Control

The community control movement spearheaded by Blacks and Puerto Ricans in New York City sparked many national community drives to alter the balance of power in the public school establishment. Among those drives are the push toward decentralization, local parent advisory councils, and Indian-controlled schools on reservations. State and Federal programs which require parent involvement have also contributed to the national push for increased public participation. Such attempts to gain decision-making influence are no longer limited to urban areas of Third World groups. Many Anglo middle class parents contend that they are also excluded from educational decision-making.

Teacher Collective Bargaining

Parents and community groups have not been the only forces challenging the educational establishment in recent years. Within the system itself, teachers began organizing. As the bottom level of the school governance hierarchy, teachers were also influenced by the protest decade.

In seeking to upgrade their status and to gain a decisive say in school governance, teachers and their organizations turned to collective bargaining as one way of adding their voice to the widespread discontent with public schooling. Teachers found many social scientists, parents, and community groups as allies in pushing for bargaining, since the rhetoric of teacher organizations sometimes emphasized improvement in the quality of public education. This emergence of bargaining was viewed by many as a tool with which to accomplish three broad objectives. First, it was felt, bargaining would effectively redistribute the power in school systems; second, it would significantly enhance the instructional program; and third, it would improve the general working conditions of teachers.

The Sharing of Power

Bargaining held many promises. What were those promises? First, it was important that teachers have an increased voice in school governance. Attempting to *practice* democracy in the schools by eliminating administrative despotism involved securing political equity within the educational power structure. Teacher organizations expressed their belief that teachers who are themselves restricted from participating in making crucial decisions can hardly be expected to apply either democratic or humanistic concepts in their classrooms. Bringing teachers into the arena of educational policy-making therefore implied a sharing of power, which meant that teachers might be able, for the first time, to participate as equals with school administrators.

By establishing a binding legal agreement that spelled out obligations and responsibilities, there was hope that the parties to the contract—teachers, administrators, and the school board—might examine what they were doing, and why. There was the possibility for all to grow, both individually and collectively, and it was hoped that the bilateral process would lead to more honest communications and relationships in the school setting.

An Assessment of Bargaining

Returning to the question of community involvement, it is fair to ask what effect teacher bargaining has had on citizen efforts to participate in educational decision-making. Has it strengthened, weakened, or had no impact on community involvement? Since all state statutes governing bargaining stipulate that negotiations occur exclusively between the employer and the representative of the employees, the participants in bargaining are limited. Clearly, the exclusionary character of the bargaining structure precludes any form of meaningful involvement on the part of the community, despite the fact that the community's interest in issues such as curriculum and class size approaches the interest of teachers.

As a result of this exclusion, community people rarely know that negotiations are taking place, and few are aware of the substance of the bargaining demands. It is even difficult in some communities to obtain copies of the existing contract. While some states, notably Florida, Minnesota, and California, have provisions to inform the public about the bargaining process, those provisions are often manipulated to afford tactical advantages to various positions.

The Exclusion of Community Participants

Thus, decisions affecting the entire educational process are increasingly being made by fewer and fewer people in the bargaining process. More and more, boards of education are relying on professional negotiators to represent them at the table; unions are also coming to depend more on professional staff negotiators, often removing real decision-making control from the teachers themselves. The community, of course, is not represented. When disputes are referred to arbitration the situation gets even worse. The professional arbitrator or mediator is in nearly all instances distantly removed from — and certainly not accountable to — any part of the community.

Implications for Teacher Corps

Does the emergence of collective bargaining have any relevance for the Teacher Corps? I believe it does. As I discuss those implications, keep in mind the fact that centralized bargaining is essential to creating a united front. However, centralized bargaining, as I have said, tends to narrow the participants, especially parent participants. On the one hand, Federal (and some state) programs have promoted parent participation in school decision-making — but without making allowance for collective bargaining as a potent political force in local project areas. Thus, there exists the potential for conflict, unless constructive efforts are initiated to include poor, minority, and other parents in collective bargaining deliberations.

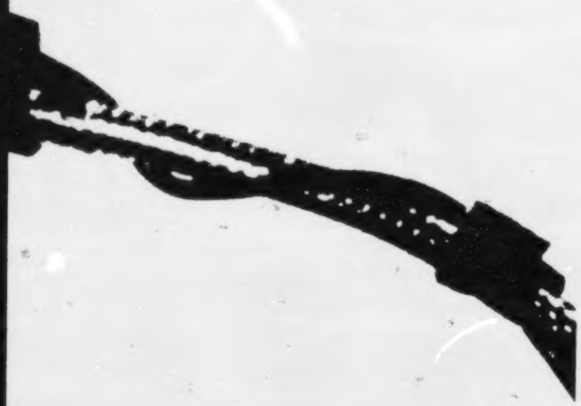
Let me cite some examples of how bargaining could conflict with some pronounced Teacher Corps goals. I noted that one Teacher Corps project aims to involve the community in curriculum planning and instruction. I would guess that many other projects have similar goals. But what does a local project do if the major decisions affecting curriculum, instruction, and other topics of concern are decided in the exclusionary bilateral process of bargaining? I also noted this statement in the booklet, *Teacher Corps: Past or Prologue*: "... the Teacher Corps is trying to show that, for change to occur in the schools, the entire school staff should be involved and be supportive of the changes being implemented." (p. 4). I believe this is a proper approach. Nonetheless, bargaining agents have a legitimate interest in such programs, and I predict the broad area of teacher retraining will become a subject of negotiations.

Summary

In summary, bargaining has favorably and definitely upset the balance of power in public education. Bargaining has the potential for creating a more democratic educational decision-making process. Nevertheless, I fear that a new group of professionals is simply supplanting the old group of professionals. Once again, parents and students find themselves isolated from the focal point of decision-making. Significant alterations in the bargaining structure should occur in order to provide parents with access to negotiations. The institution of bargaining must be changed to prevent the monopolization of the policy-making process by professionals at the expense of the public.

Charles W. Cheng is an assistant professor in the Department of Education at UCLA and the Associate Director of the Institute for Responsive Education.

The Deans' Colloquium



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The Teacher Corps Director Delivers A Charge to Constituent Deans . . .

William L. Smith

Each year at our National Developmental Training Conference, we set aside two days during which a colloquium is held for the deans of the schools, colleges, or departments of education which work with our local projects. The Deans' Colloquium has become an important forum for that crucial member of the local Teacher Corps team; it is a time during which deans can exchange ideas and experiences which relate both to their global concerns as educators and to their more specific concerns as members of a Teacher Corps team. Additionally, the colloquium is the only opportunity for me, as the Director of the Teacher Corps, to meet with deans so that we may share our concerns. Many of those concerns, I believe, are mutual, as are many of our goals. As you know, the Teacher Corps has three objectives: to strengthen educational opportunities for poor children; to help colleges and universities broaden their teacher preparation programs; and to help colleges, universities, and schools develop inservice teacher education programs. It is obvious that these three goals are relevant to us as colleagues; it is equally obvious that the last two of these goals are areas which we might profitably address together.

With that in mind, and recognizing that we come at our mutual concerns from different directions, I would like to say that I hope your two days together can be used to address areas — and ways — in which we can work together to achieve our common goals. I understand that the deans' planning group structured this seminar so that you would first consider the national political and educational scene and its impact on your institutions and programs. That is certainly relevant to our concerns in the Teacher Corps. You will then be asked to consider processes of institutionalization which may be made possible by the presence of a Teacher Corps project and its resources at a school or college of education. We certainly want to know how we can help you. Finally, and of direct relevance to our needs (as well as your own), you will be considering ways in which Teacher Corps and institutional goals mesh and can be addressed collaboratively. From that perspective, I would expect that you might make some suggestions as to how our relationships may become even more productive than they already are.

William L. Smith is the Director of the Teacher Corps.

Our Teacher Corps project focuses on Competency-Based Teacher Education, but we also have goals beyond those which are simply enunciated by the Teacher Corps. We derive three kinds of benefits from the Teacher Corps effort; as the Dean at our institution, I am most interested in the staff development which is possible under the auspices of the Teacher Corps. A number of our faculty members are working in one way or another with the project, and I think they are undergoing tremendous personal growth as a result of that involvement. They are working collaboratively and in different combinations with other faculty members and with public school personnel.

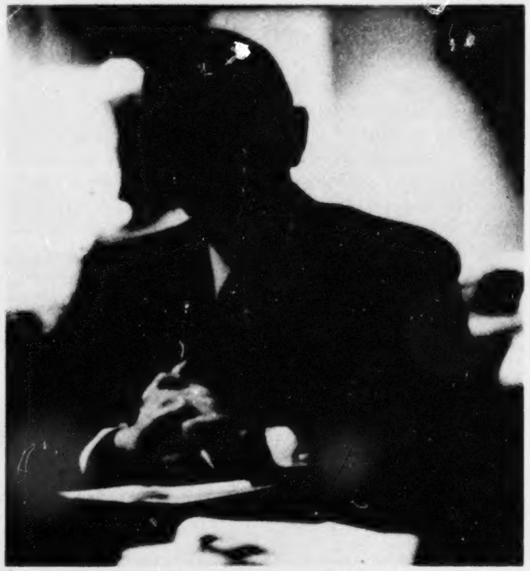
Second, the Teacher Corps has been a motivating and supportive force in program development within the College of Education; we would not have undertaken such new development without the Teacher Corps. Finally, as a result of the Teacher Corps, we have been able to develop increasingly positive working relationships in the public schools and their communities.

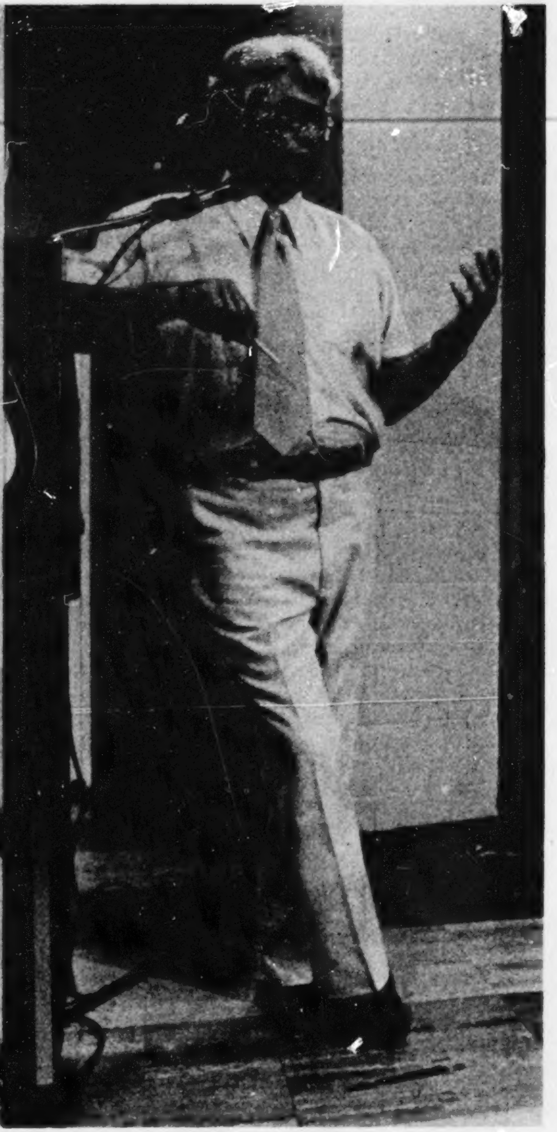
As a dean, my role is to provide facilitation for people who are working directly with the project. We assist the project in hiring staff members, in thinking about programmatic needs, and by providing whatever other support is appropriate. As it relates to the College of Education, my role is to determine benefits which we might gain from the project and then to help ensure a project focus which will facilitate the accomplishment of those benefits. There are many, many ways in which a Teacher Corps project and a College of Education can work together to achieve common goals. That working together can be extremely productive for both parties, as it has been at our institution.

—Robert Egbert
Dean, College of Education
University of Nebraska at Lincoln

There are three major objectives for this Deans' Seminar. First, we will share information on the legislative scene and climate in Washington and consider how we may be able to influence legislation and regulations that affect teacher education. Second, we will attempt to develop some strategies among deans so that we can become more effective as a force in influencing regulations and legislation that will affect teacher education. Third, we will consider some of the areas in which the goals of our institution are congruent with those of the Teacher Corps and formulate ways in which to meet those goals together.

—J. L. Gant
Dean, College of Education
Florida State University
Chairperson, Deans' Colloquium
National Conference, 1977





The Teacher Corps and The IHE: Mutual Means Toward Common Ends

Ron Petrie

The Teacher Corps Potential

As a former Teacher Corps Project Director and, more recently, as a dean, I have watched two local projects achieve many of their educational objectives while not provoking much change in the institutions they were designed to impact. Now that I have been the dean at two colleges which had Teacher Corps projects, I know how slowly change comes about. My message to deans who are new to their institutions — or to those at institutions which have new Teacher Corps projects — is this: Recognize that the Teacher Corps has a great deal of potential to positively impact your school of education. Recognize that potential *today* and plan to mine that potential for the full life of the project. If you do not, the program will come and go and there will be no change in the programs you offer; you will have gained very little from the Teacher Corps. The Teacher Corps is in your institutions to use — to use in whatever way you can, in whatever way is appropriate to your needs.

Governance

As deans, you face many problems; the Teacher Corps can help you deal with some of those problems. For example, one of the most important and critical issues which we now face as deans is also an issue for the Teacher Corps — and that is the issue of governance in teacher education, the question: Who is going to be responsible for teacher education? Teachers want more say in their education. State Departments of Education want to continue to assert their authority in the field. Certainly, as those who educate teachers, we at institutions of higher education want to have a voice in the governance of teacher training. Why not use the Teacher Corps as a model of governance at your institution? The local Teacher Corps project involves many and disparate groups in the governance of a teacher training effort. Certainly that structure has implications for the total training program at our institutions. Why not learn from the Teacher Corps and use what you learn?

Exceptional Child Education

A second area in which the Teacher Corps can offer help to our institutions relates to PL 94-142, the Education for All Handicapped Children Act. That Act puts serious demands on our institutions, and will provoke more litigation than any other past educational legislation. We may even expect public schools to sue colleges and universities, alleging that those institutions have not prepared their graduates to do an effective job with handicapped children in regular classrooms. Clearly, we will face problems in preparing teachers to work in such situations. Meanwhile, each Teacher Corps project has an Exceptional Child Component; that affords host institutions the opportunity to develop a program which is responsive to PL 94-142. If we as deans capitalize on the Exceptional Child Component, we will have a running start on the problems which will begin to arise within the next year.

Multicultural Education

A third area in which the Teacher Corps gives our institutions a clear advantage is multicultural education. We talk about multicultural education as a continuing mandate, but I have not seen very many really effective multicultural training programs in this country. Again, the Teacher Corps, through its multicultural focus, is an opportunity that is unlikely to come from any other source. Likewise, we can learn a lot about community education programs from Teacher Corps projects, since that is another programmatic focus at our institutions — and we need to learn everything we can.

In-Service Designs

The Teacher Corps can also be of great help in providing in-service education to teachers in school districts. Teachers seldom want what can be readily provided within the three-hour course structure. Teachers seem to want an hour of help in one area, two hours in another, and two or three days in still a third area. Those kinds of needs simply cannot be met in three-hour course sessions. The Teacher Corps in-service component, however, is more flexible than our traditional university course structure — and I have found Teacher Corps people generally more flexible and process-oriented than most university faculty members. For those reasons, I believe the Teacher Corps project represents a major resource which can help the university to develop programs and modes of delivery which do in fact meet the needs of teachers in the classroom.

The Dean's Personal Involvement

It is also worthwhile to keep in mind the importance of your personal involvement as a dean in the Teacher Corps project. I have visited many projects at all stages of development, and I have found one pretty much constant truth: Ineffective projects are ineffective by-and-large because the dean and/or whoever was responsible for teacher education were not involved in the project. It is important that you as a dean get involved with the project in systematic ways. That may mean regular meetings which involve the Teacher Corps staff and other university staff. It may mean involving key faculty members in the project. It is institutionally counterproductive to relegate a Teacher Corps project to staff members who are hired only on a part-time basis, to those whose only reason for being at the university is Teacher Corps, to those who are not highly regarded by other faculty members. It is much more productive to put some of the key — some of the best — faculty members to work in the Teacher Corps project and to have them in turn select other key people to continue developing a cadre which can have an impact on the concerns of your institution.

Use It

Finally, let me say that there is a great deal of expertise, sophistication, and competency in the Teacher Corps. It is the only program I know of with such a concentration of serious professionals who are out to do a crucially important job. Use the Teacher Corps, its people, and its resources — let the Teacher Corps be the key to continuing the development of your institutions. Remember, too, that you are the key to making the program work in your institution. Deans and the Teacher Corps have much to offer each other. We have already begun to work together. Let us now continue.

Ron Petrie is the Dean of the College of Education at Portland State University.

Of Critics, Seagulls, and Opportunity

Jonathan Messerli

The Critics Say . . .

Teacher education is too important to be left to the critics; but, quite frankly, it has been left to its critics for a number of years. We have been responding to the criticisms of a variety of people who have made their judgments based on half-information. Our critics have said both that teacher education has fallen too low in intellectual content, and that it isn't sufficiently relevant — which is the other side of the same coin. In our system, Einstein could not be licensed to teach science to elementary school children. Among our critics are the journalists who have a two-day assignment during which they become instant experts, and then move on to other activities, like so many seagulls flying in, making their deposits, and leaving.

Our Responsible Critics

This is not to say that there are not legitimate criticisms of our profession — and some of the best criticisms come from among ourselves. Many of our internal and external critics have been responsible and constructive. Clearly, some of the best constructive criticisms have come from those who sponsored and worked in the Teacher Corps. The Teacher Corps came into being because a number of people believed, with a good deal of justification, that there were sectors of this society — especially among poor people — who were not being reached by the schools. There were children in migrant farm communities, there were the children of recent immigrants, there were children trapped in urban ghettos. In many cases, statistics related to those children indicated low reading scores, high drop-out rates, minimal college admission rates, and various other indications that there was *de facto* discrimination in the education of children, despite our American dream of equality.

Making A Difference

The Teacher Corps, then, came into being because its creators believed that we could make a difference by working with teachers through institutions of higher education. That belief expressed a legitimate criticism of traditional teacher education; at the same time, it was a constructive criticism. From the very outset, both in the Teacher Corps legislation and in its implementation, it was assumed that teacher education was a partnership between institutions of higher education, schools, and communities which together could make a difference for the learning of American children.

Quite frankly, we as deans — as teacher educators — have an awesome responsibility in the task of preparing teachers for American schools. At the same time, we are a rather frail group, as is indicated by retrenchments, state legislatures, licensing procedures, union militancy, and a variety of other factors. We need all the friends we can get. To put it another way, we need to find constant common cause. We have done that to some extent within the Teacher Corps; we have found an opportunity to address a number of Teacher Corps goals which are congruent with our goals as deans. Further, where our goals are sometimes off the mark, the Teacher Corps has helped bring us back on target by pointing to field-based work, the development of competencies, and in a variety of other areas. Let us, then, as others have urged, work together with the Teacher Corps projects at our institutions to develop new approaches to in-service education, to improve the educational opportunities of the children who are most in need, and to improve our programs of teacher preparation.

Jonathan Messerli, formerly the Dean of the School of Education at Fordham University, is the President of Susquehanna University.

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The Teacher Centers Program: Implications and Directions

Eleanor McMahon

Background

There are many areas of comparison, concern, and conflict between teacher centers and the Teacher Corps. Before discussing those areas, however, it is important to begin by reviewing the background of the two concepts, or programs. Since this audience is most familiar with the Teacher Corps, a short description of that program should be sufficient. Following that, a somewhat more detailed description of teacher centers will be offered. Finally, the areas of comparison, concern, and conflict will be addressed.

The Teacher Corps

The Teacher Corps is entering its thirteenth year; since its inception, a major programmatic theme has been the facilitation of changes in teacher education institutions to address the needs of low-income youngsters. The Teacher Corps emphasis through those years has been on collaboration, community-based education, field-based instruction, instructional team programming, and multicultural education. Those are the basic elements of the Teacher Corps.

Teacher Centers

Teacher centers, on the other hand, are often said to have their roots in Great Britain. Their development here in the United States perhaps began with the NDEA National Institute Task Force and its position paper, "Task Force '72." From that beginning, four teacher center models were established, one of which was in Rhode Island and on whose Board I served. Another of the models was a consortium in the San Francisco Bay Area. A third was the state model in Texas, and the final LEA Model was in Washington, D.C. A series of developmental pilot models followed from those four original models.

It is interesting to note that a recent American Federation of Teachers article describes the early teacher centers as dominated by universities. Yet, the Rhode Island teacher center — the university model — in fact was not dominated by the institutions of higher education on its board, but by the state education agency.

New Teacher Center Legislation

Now we have new teacher center legislation. The prime sponsor of the legislation was the NEA, and — not surprisingly — it provides funds for the in-service education of teachers, controlled not by institutions of higher education or state education agencies, but by teachers and local education agencies. The legislation is a provision of the education amendments, and authorizes up to 67 million dollars annually for the period between 1977 and 1982. That money is to be used for the funding of teacher centers whose focus is, of course, in-service education. A secondary focus is on curriculum development.

Major Provisions

The legislation has several provisions. First, each center will operate under the supervision of a teacher center policy board; the membership of that board must include a majority of elementary and secondary classroom teachers. It must also include one special education teacher, one vocational education teacher, one representative of an institution of higher education, and persons — probably at least two — selected by the local school board. Second, the legislation provides that up to ten percent of the funds can go directly to institutions of higher education. Third, the original rules and regulations provide for the review and approval or disapproval of each proposal by the state education agency. Fourth, the legislation provides technical assistance dollars to each state relative to the amount of funding in that state.

The legislation defines teachers — that is, those who will receive training — as student teachers, intern teachers, paraprofessionals, and teachers of adults, as well as regular classroom teachers. The teacher center rules and regulations provide that the center must serve all teachers in a geographical area. The appropriation for fiscal 1978 is twelve and a half million dollars; it is currently expected that projects could become operational around January of 1978. The definition of an LEA in the legislation depends on each state's definition. A consortium of LEA's is possible, as is a consortium of institutions of higher education. The U.S. Office of Education will encourage multi-year proposals, probably extending over three years.

Areas of Controversy

There are several major issues embedded in the rules and regulations. The AACTE and Land Grant Deans are most vociferously opposed to the approval/disapproval function of state education agencies. It is worthwhile to note that the role of SEA's in Teacher Corps proposals involves a sign-off provision; the state education agencies sign off, but they cannot stop a proposal. The teacher center rules and regulations, on the other hand, provide that the state can stop the proposal of an institution of higher education. The AACTE feels that is a very serious precedent, to have that kind of power vested in a state education agency. The original rules and regulations did allow for appeal of that decision, but a veto is a virtual stoppage by a state education agency. There is also no incentive in the evaluation criteria for collaboration between institutions of higher education and local education agencies. That is very unfortunate.

We at the AACTE also have concerns about the fact that the legislation uses the term "operate" in relation to IHE-sponsored teacher centers, while LEA's can be given money to "plan *and* operate" teacher centers. That was probably an oversight in language, but the program's administrators are adhering very strictly to that interpretation. They are saying that LEA's can have money to plan as well as to operate teacher centers, but institutions of higher education have got to be operational; they cannot have planning funds.

Limited Technical Assistance

The rules and regulations also limit technical assistance roles to state education agencies; the AACTE is very concerned about the extent to which SEA's will develop technical assistance capacities which duplicate existing capacities in institutions of higher education. The role of the state education agency is also the concern of teacher organizations; thus the NEA and AFT have joined IHE's in objecting to that role. In that light, the AACTE has encouraged provision for technical assistance through institutions of higher education; we are, however, not optimistic.

NEA Objections

The NEA has raised several objections to some facets of the legislation. First, they object to the provision that members of the teacher center policy board be elected. They argue that their agents are already elected and that they therefore should simply be appointed by the existing teacher organizations in the LEA. The NEA also opposes membership on the teacher center policy board of representatives of private schools, as well as the provision that the board be proportionately representative of the populations being served. Third, they object to the fact that substitute pay can only go to members of the teacher center policy board for attendance at board meetings, and not to teachers who are engaged in in-service training. Fourth, the NEA is concerned about the definition of teachers. In terms of policy board membership, they do not want the definition of teachers extended to include counselors and others. In terms of those being served, they want only certified teachers included — unless paraprofessionals are being trained in some non-instructional duties.

Some Advice to IHE's

Given the situation I have described, what practical advice might be offered to institutions of higher education? First, and perhaps most urgent, it is in IHE's best interests to immediately engage in preliminary discussion with LEA's, and to do so on the basis of the preliminary published rules and regulations. Many LEA's have had good relationships with institutions of higher education in the past. Many will be looking for assistance in proposal formulation. It is imperative that institutions of higher education get in on the ground floor, to the extent that that is possible. In many instances, if LEA's find they can operate without IHE's, they will. They will probably be encouraged to do that.

The Teacher Corps and Teacher Centers

There are several areas in which the Teacher Corps can be compared with teacher centers. First, the Teacher Corps has been directed primarily at teachers of the poor and minority groups. On the other hand, teacher centers are directed at in-service education for *all* teachers; there may be some emphasis on special education and vocational education, since the local policy board must include one special education teacher and one vocational education teacher. Second, the Teacher Corps began by focusing on pre-service training, and has increasingly moved toward in-service education. Teacher centers focus almost exclusively on in-service education, although there is a provision in the legislation that intern teachers can be included. Third, the Teacher Corps has had an experimental dimension and has tried new models of teacher education, such as Competency-Based Teacher Education. Teacher centers, on the other hand, do not lean particularly toward experimentation. The centers take a more general approach to in-service education.

Fourth, the Teacher Corps has been pretty much site-oriented. Local projects have concentrated on one building in recent years. Teacher centers may focus on an entire district, a consortium of LEA's — or even virtually an entire state. A fifth difference relates to the fact that the Teacher Corps was designed to influence institutions of higher education in their training of teachers. In other words, it has been something of an institutional change model, and has addressed not only schools, but also institutions of higher education. In considering the teacher center legislation, however, one must ask whether those centers are designed to complement or to supplant the in-service efforts of institutions of higher education.

Collaboration Versus Division

Fifth, the most critical distinction between the Teacher Corps and teacher centers is centered in the fact that the Teacher Corps is, in its very essence, a collaborative model. It includes the local education agency, the institution of higher education, the community, and the United States Office of Education. Teacher centers, in contrast, are not collaborative; in fact, many see them as a potentially seriously divisive model. This distinction is perhaps best elucidated in the contrasting views expressed by McFarlan, an NEA spokesman who is critical of the Teacher Corps in order to be supportive of teacher centers, and Howey, a Teacher Corps advocate. McFarlan sees the teacher center as based on the principle that teachers are best able to assess their own needs. He sees the Teacher Corps as the last remnant of the unsuccessful EPDA effort, and he says its fundamental failure is in assuming that institutions of higher education can train teachers effectively, especially at the in-service level. McFarlan sees the teacher center as the single best approach to in-service education.

Teacher Needs Beyond Teacher Centers

Howey agrees that teachers certainly can assess *some* of their needs. However, he says, teachers cannot assess *all* their needs. In addition to internal and subjective assessment, Howey says, external and objective assessment are also needed. Howey suggests that a large portion of in-service training can and should be embedded on-site, as teacher centers provide. There are, however, according to Howey, specific legitimate needs that are not site-specific: the need, for example, to develop the scholar-teacher; the need for a theoretical base for a repertoire of strategies; the need for the enrichment that comes from leaving the place where you work and going off to study in another place; and the need for the cross-pollenization that occurs when teachers from different districts interact. All these important needs, Howey says, are met by the Teacher Corps, but not by teacher centers.

By contrast, McFarlan criticizes the Teacher Corps. He says the program has never engaged in any kind of finely-grained assessment; rather, it just assumes a kind of generic approach that is believed effective in training teachers for poor and minority children. Howey argues persuasively that this is not the case; he points out that Teacher Corps has had a good deal of assessment since its initiation. McFarlan also says that the Teacher Corps did not incorporate community involvement until 1976; those who have been involved with Teacher Corps projects know that community involvement has been part of the program since its inception.

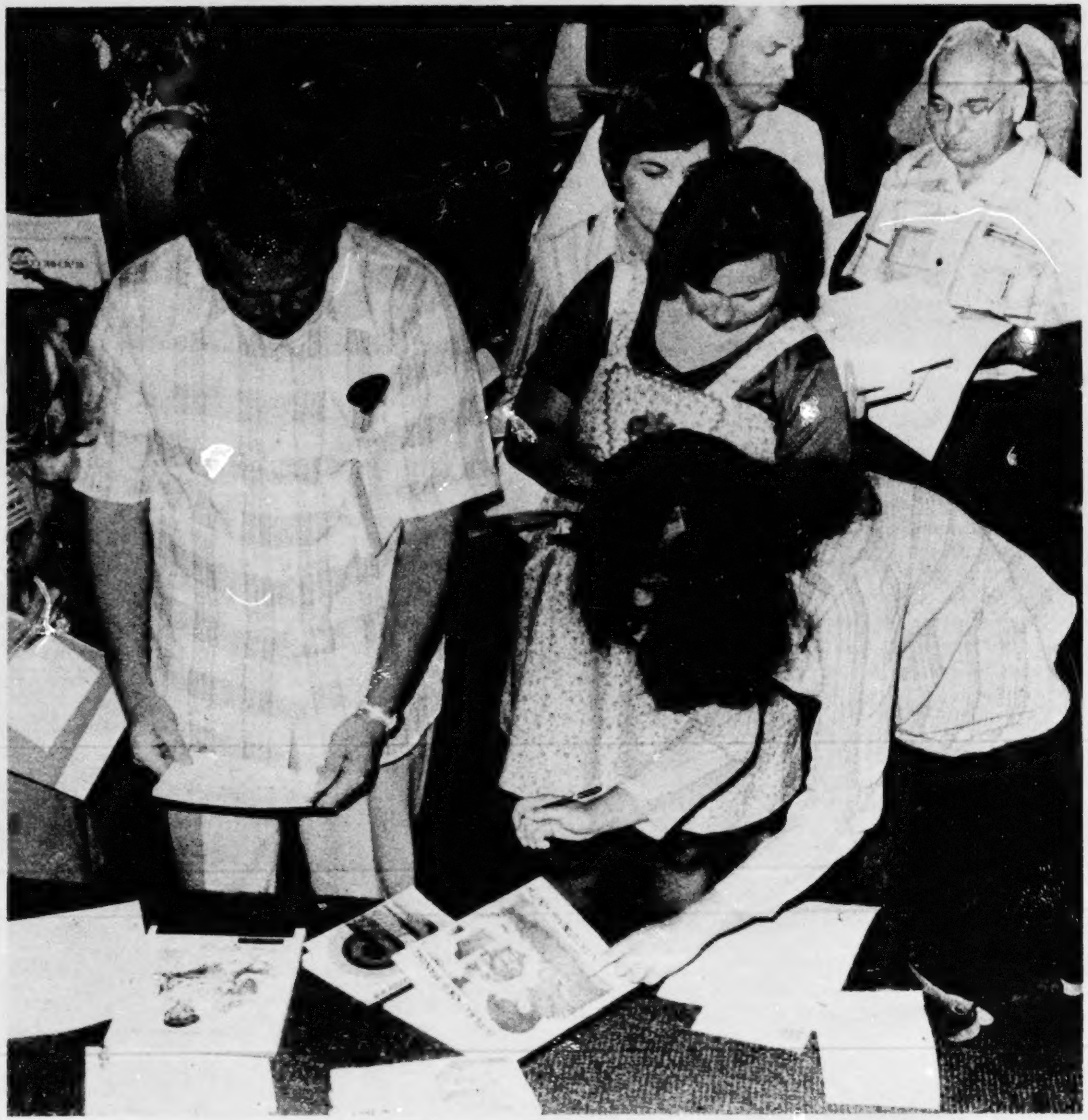
McFarlan also quotes some figures that indicate that in-service education under the Teacher Corps costs $7,500 per person; under teacher centers, he says, that cost will only be $300 per person. Howey suggests that those figures are somewhat questionable, especially since teacher centers are not yet operational and their actual costs are not really determinable. Another difference between the two approaches is found in the fact that the Teacher Corps has always been a total training model, whereas teacher centers are not.

Implications

The differences between the two programs which I have discussed certainly have substantive ramifications; they also have political implications. There will be a strong press in the near future to replace the Teacher Corps model with teacher centers, to transfer Teacher Corps funds to teacher centers. There will also be attempts to infuse all teacher center legislation with the exclusion, perhaps, of institutions of higher education.

There are many contrasting points between the Teacher Corps and teacher centers. Certainly, there are many areas of potential conflict — not the least of which is embedded in the competition for Federal funds. Clearly, efforts will have to be made by institutions of higher education and the Teacher Corps if the teacher centers' potential threat of upstaging — and, in the case of the Teacher Corps, even replacing — those efforts is to be forestalled.

Eleanor McMahon is chairperson of the Task Force on Intergovernmental Relations of the American Association of Colleges of Teacher Education.



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Implications and Directions of The Education Of All Handicapped Children Act

Lorrin Kennamer

P.L. 94-142: The Provisions

The Education for all Handicapped Children Act, P.L. 94-142, has several provisions. It provides for the identification of handicapped children; their assessment and placement in programs with individual treatment plans; and evaluation of their progress with assurances that the program is in the least restrictive feasible setting—and the least restrictive environment is generally the regular classroom in the neighborhood school, not a special school for the severely handicapped. The law also includes procedural safeguards which allow parents to be consulted at each important step in the development of the child's educational program. P.L. 94-142 and its specific provisions are described in some detail by Thomas Irvin earlier in this publication. The remainder of this article will discuss the implications and directions suggested by the act.

Parental Placement Consent

The process of developing the child's individual education plan under P.L. 94-142 involves parental participation and consent. That process involves the parents' participation in an individual education planning conference to determine the appropriate placement for the child. The parents must be present for that conference. Conferences may be held after parents' regular working hours or even on Saturday mornings. Teachers' organizations are concerned about that for obvious reasons. Current law requires the school system to periodically review the child's progress in the new special education placement and to determine, on the basis of progress, whether to change or maintain that placement.

Necessary Records

Satisfying that provision will require extensive records for each child. Those records must be appropriately placed and must include the following items: (1) the information that led to the identification process; (2) the notifications to the parents prior to beginning the identification process; (3) the notifications to the parents of the agency's duty to serve if the identification process indicates eligibility criteria are met; (4) notification of the decision made after the identification process and an indication of whether the school proposes to proceed with evaluation; (5) the parents' consent to the evalua-

tion; (6) the decision of the evaluation process and the recommendations whether to proceed with placement; (7) the approval of the parents to the placement recommendation; (8) records of periodic reviews of progress; (9) notification to the parents that the decision will be made to change or not to change the educational placement of the child; (10) approval of the parents to change or not change that educational placement. Clearly, there are numerous legal implications in the new act.

The Buckley Amendment

In a related area, the Buckley amendment gives parents the right to see and obtain copies of all relevant records which will bear on the educational program of their child. Requests to inspect and review records are to be made in writing, and must be complied with by the school system without unreasonable delay. Parents may also ask questions about the records they do not understand, and have a right to receive explanations of such from the school system without unreasonable delay. Parents also have the right to make copies of records so that they may take them to independent experts for evaluation.

Amending the Child's Records

Further, parents may request appropriate amendments to the records of the child and may request that certain entries be deleted if the parents feel they are inaccurate or misleading. If the school system refuses, the parent must be informed of that decision in writing and be given the reasons for refusal. If disagreement continues, a hearing must be held within a reasonable period of time. That hearing must be presided over by a party with no direct interest in its outcome. At the hearing, parents can present evidence and may be assisted by other individuals, including an attorney. The school must make its decision, in writing, within a reasonable period of time after the hearing, and shall include in that decision a summary of the evidence and the reason for its decision. If the school decides not to amend the record as the parents have requested, the parents must be notified of their right to appeal this decision as well as their right to place in the records a statement commenting on the disputed data. The comment by the parents shall be kept in the records side-by-side with the disputed data; any future decision about the child must reflect consideration of that parental comment.

Independent Evaluation

Obviously, a parent may feel that the record is inadequate not because it includes material which is inaccurate or misleading, but simply because it fails to contain sufficient evaluation. At that point, the parent may want a more complete independent evaluation. Current Federal law gives parents the right to obtain such an independent educational evaluation of the child and to submitt the bill for that evaluation to the school district. That agency must pay the bill, unless it wishes to request an impartial hearing to justify its evaluation. If the school system is able to support its claim that its evaluation is at least as appropriate as the parents' second opinion, the parents are not reimbursed. Otherwise, the bill must be paid by the district. In either event, that independent evaluation must be placed in the record and taken into account in any future determinations about the child.

The impartial hearing is an interesting provision. The hearing can be requested by the school or by the parent—or even by the child. There have been court cases in which the parent and the school agreed, but the child did not; the child won the case. The child can also be present at the individual educational plan conferences. Related to the above provisions, current Federal law provides parents with the right to obtain an impartial due process hearing with regard to the identification, evaluation, or placement of their child. Under Section 504 of P.L. 93-112, parents must be first notified of the time and place of the hearing they requested, as well as all of their procedural rights. The parents may be accompanied and advised at that hearing by counsel and by individuals with special knowledge or training with respect to problems of handicapped children. Parents have the right to present evidence at the hearing and to confront, cross examine, and compel the attendance of witnesses. Parents have a right to a written or electronic verbatim record of the hearing. They have a right to written findings of fact and a clear written statement of the decision and its basis. Finally, parents have a right to appeal the hearing in front of an impartial hearing office.

Impact on Schools

The separate pieces of legislation, taken together, present a very interesting critical mass. The Buckley Amendment, P.L. 93-112 Sections 503 and 504, and P.L. 94-142 will have an impact on the school that no one can yet visualize. All school systems—even those in remote areas—will be greatly impacted by this wide-reaching legislation. Every school system must develop a general plan that has handicapped people involved in its preparation. That plan must summarize the district's past failings and future directions in serving the handicapped. This plan must be in writing, a part of the public record, and available for three years. Therefore, each school system will be liable once it is on record. The Office of Civil Rights has also added more staff members in every regional office who specialize in the enforcement of the civil rights of the handicapped. At the state level, there will also be monitors. In short, there will be no way for the public schools to ignore this new act. Futher, it is a Federal law, and the parents of handicapped children are aware of its provisions. Parents of the handicapped were, in fact, very active in lobbying for the passage of the law. No one really knows for sure what it will cost to implement P.L. 94-142, and full funding might not be available until in the 1980's. Yet parents are going to insist the schools begin doing something this fall.

Impact on Universities

The discussion thus far has dealt with the act's impact on the schools; there are also some areas of impact on universities. For instance, it might provide many interesting opportunities for faculty to serve as consultants, hearing officers, special witnesses, experts, and so on. However, there are some more direct areas of impact. First, every college and university must be making its programs accessible to the handicapped. The institutional plan for achieving that goal was due August 2, 1977. Further, every campus must make initial notifications regarding the institution's commitment to non-discrimination on the basis of handicap. The due date for that plan was September 1, 1977. Institutions must also be involved in completing a plan for changes in facilities needed to achieve program accessibility; that was due on December 3, 1977. A self-evaluation of the institutions' non-discrimination program was due on June 3, 1978. If all that is not enough, each campus must also maintain records of the institutional self-evaluation for three years after completion. Facilities must be made accessible, according to structural modifications included in the transition plan, by June 3, 1980.

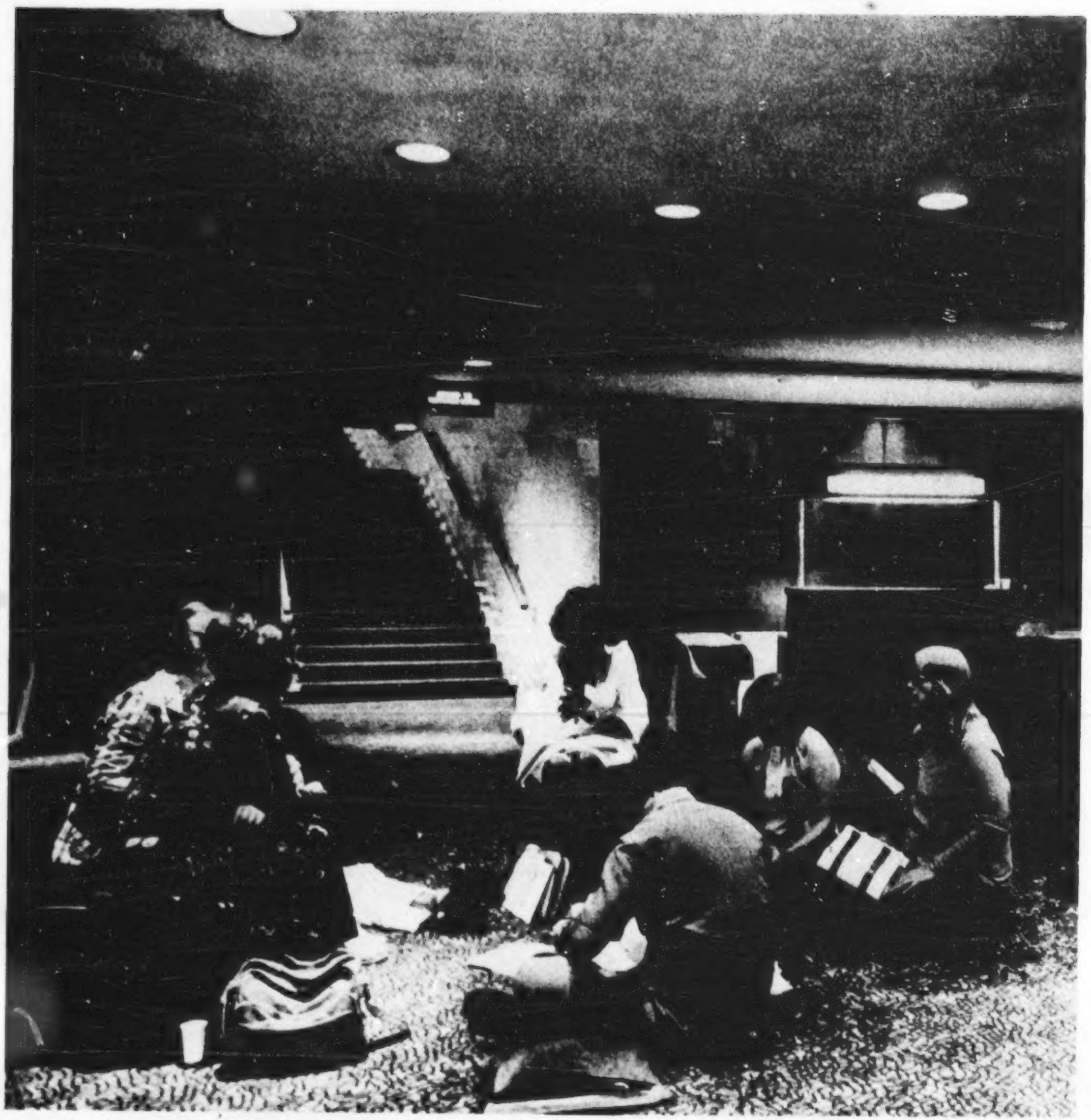
Affirmative Action and the Handicapped

There are also some interesting aspects of this legislation—specifically Section 503 of P.L. 93-112, the Rehabilitation Act—which deal with affirmative action. That section will affect the hiring practices of deans and their institutions. Pre-employment inquiries, the law says, may be made into an applicant's ability to perform job-related functions; however, a potential employer may not conduct a pre-employment medical exam or make pre-employment inquiries of an applicant regarding the handicapped.

Exceptions are allowed if the potential employer is 1) taking remedial action to correct the effect of past discrimination; 2) taking voluntary action to overcome the effects of the conditions that resulted in limited participation; or 3) taking affirmative action pursuant to Section 503 of the Rehabilitation Act. In these cases, the potential employer shall state clearly, in writing (if a written questionnaire is soliciting information on handicaps), that the information is being requested—on a voluntary basis— from all job candidates; that it will be kept confidential; that refusal to provide such information shall not subject the applicant or employee to adverse treatment; and that the information is intended for use solely in connection with the employer's remedial action obligations or voluntary affirmative action efforts.

Equity "Outside The Institution"

One final provision of Section 503 has direct impact on teacher education. That provision requires that the institution must be satisfied that the "outside" education program or activity as a whole is non-discriminatory. For example, a college of education must ensure that discrimination on the basis of handicap does not occur in connection with student teaching assignments in schools, even though those schools are not operated by the college. Note the portion of the provision which alludes to "as a whole." That has been interpreted to mean that the college could continue to use school systems that discriminate if—and only if— the student teaching program, when viewed in its entirety, offered handicapped student teachers the same range and quality of choice in assignments afforded to non-handicapped students.



Preparing for the Future

The laws which I have reviewed are very much in existence. Maynard Reynolds has said that there was a time when we had two boxes in which we educated children: we had a box for regular students, and a separate box for the handicapped. By law, we now no longer have two boxes. The courts and the law have said there will be one box; it is called mainstreaming, and all handicapped children—unless they are very, very severely handicapped—will be in the regular classroom.

This major cluster of legislation is going to change the public school function quite significantly. It will change university concerns significantly. It will change the way teachers are trained; and it will change the way faculties are hired. No one knows yet what the full impact of this legislation will be. The wisest course to take now is to get ready for change—and that can only be done by responding to the legislation.

Lorrin Kennamer is the Dean of the College of Education at the University of Texas at Austin.

I hope that, as deans, you remember that collaboration, while it is a political process, starts for you from a position of strength. Each of your institutions is in the Teacher Corps because we know that you can deliver educational services to educational personnel. We in the Teacher Corps also know that we can deliver some services. But I think we both also know that there are some services needed in the field of which we are unaware. We may not know what teachers need; rather than hand them a pre-planned package, we must work with educational personnel to determine their needs and to make sure they understand our capacities. The negotiation and collaboration process starts from that point.

—William L. Smith
Director, Teacher Corps

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"...a Teacher Corps event is always a happening. It is a prized occasion, a time at which very hopeful people share their views and their values, a time at which those people recommit themselves to helping build a more humane and just society... "

"...we look back at many programs that were established to maintain an experimental vitality, but which have lost their vigor... But the Teacher Corps can proudly claim that it is maintaining an experimental vitality."